# UNITED STATES
# DEPARTMENT OF THE INTERIOR

# BUDGET JUSTIFICATIONS, F.Y. 1990

## BUREAU OF LAND MANAGEMENT

**NOTICE:** These budget justifications are prepared for the Interior and Related Agencies Appropriations Subcommittees. Approval for release of the justifications prior to their printing [illegible] lic record of the Subcommittee hearings may be [illegible] through the Office of Budget of the Department of the [illegible]

*ERRATA SHEET*
Bureau of Land Management
1990 Budget Justification

Page BLM-87 The proposed decrease should read $1,655,000 not $1,665,000 and the distribution of change should be adjusted to indicate $105,000 for transportation of things rather than $115,000. The total should be $1,655,000.

Page BLM-179 The third paragraph starting with The effects of absorbing increased <u>fire</u> costs ... should read increased <u>fixed</u> costs has been reflected in the 1990 workload accomplishments.

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DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

# Fiscal Year 1990 Budget Justifications

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Note: All references to years throughout this document are in terms of Federal fiscal years, unless otherwise noted.

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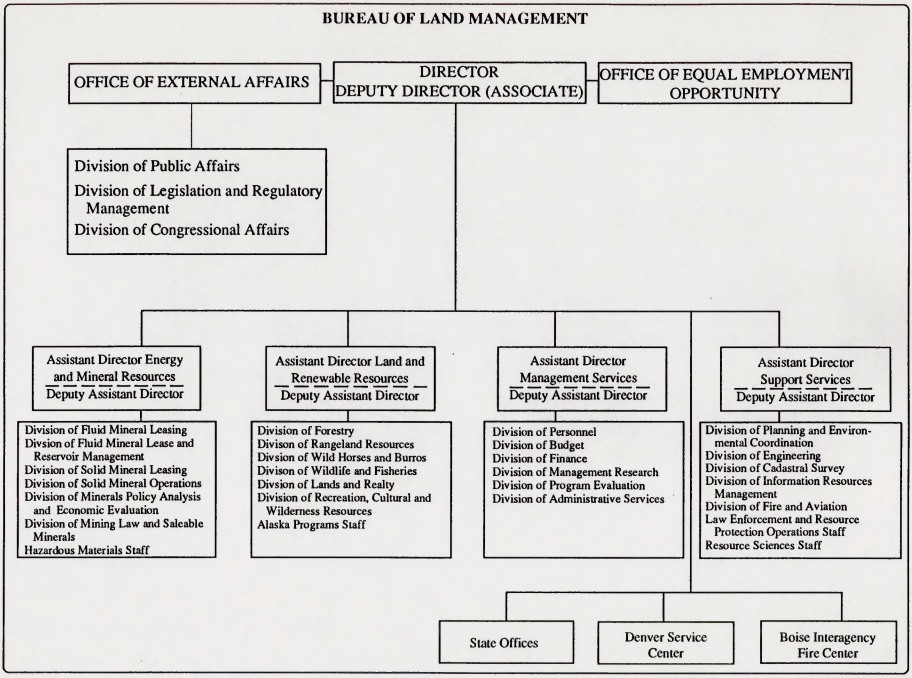

BUREAU OF LAND MANAGEMENT
OFFICE OF EXTERNAL AFFAIRS
DIRECTOR
DEPUTY DIRECTOR (ASSOCIATE)
OFFICE OF EQUAL EMPLOYMENT OPPORTUNITY
Division of Public Affairs
Division of Legislation and Regulatory Management
Division of Congressional Affairs
Assistant Director Energy and Mineral Resources
Deputy Assistant Director
Division of Fluid Mineral Leasing
Divsion of Fluid Mineral Lease and Reservoir Management
Division of Solid Mineral Leasing
Division of Solid Mineral Operations
Division of Minerals Policy Analysis and Economic Evaluation
Division of Mining Law and Saleable Minerals
Hazardous Materials Staff
Assistant Director Land and Renewable Resources
Deputy Assistant Director
Division of Forestry
Divison of Rangeland Resources
Divsion of Wild Horses and Burros
Divison of Wildlife and Fisheries
Divsion of Lands and Realty
Division of Recreation, Cultural and Wilderness Resources
Alaska Programs Staff
Assistant Director Management Services
Deputy Assistant Director
Division of Personnel
Division of Budget
Division of Finance
Division of Management Research
Division of Program Evaluation
Division of Administrative Services
Assistant Director Support Services
Deputy Assistant Director
Division of Planning and Environmental Coordination
Division of Engineering
Division of Cadastral Survey
Division of Information Resources Management
Division of Fire and Aviation
Law Enforcement and Resource Protection Operations Staff
Resource Sciences Staff
State Offices
Denver Service Center
Boise Interagency Fire Center

## Bureau of Land Management
## Headquarters and Field Organization

**Organization** - The programs and functions of the Bureau of Land Management (BLM) are carried out through the following major organizational components:

a) *The Headquarters Office*, consisting of the Bureau Director, Deputy Director, Assistant Directors, Deputy Assistant Directors, and the staff offices and divisions reporting to them (see organization chart). These offices provide national policy formulation and program direction for each of the programs implemented under the BLM's multiple-use mandate to manage the Public Lands; maintain contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and State agencies, national organizations, the media and members of the public; and provide centralized administrative direction and procedures for Bureauwide activities.

b) *State Offices* (12), each headed by a State Director, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management programs within the States under their jurisdictions, for providing delegated technical and administrative services within their jurisdictions and for supervising subordinate District Offices.

c) *District Offices* (58), each headed by a District Manager who reports to the State Director, have responsibility for directing program implementation, support operations, land use planning, administrative support, and supervising the Area Managers who are responsible for on-the-ground program implementation within their respective Resource Areas.

d) *Resource Areas* (140), each headed by an Area Manager who has responsibility for implementing BLM's total on-the-ground, multiple-use management programs for the Public Lands in that Resource Area, including user contacts at the local level. All major planning and operational actions affecting the Public Lands are handled by this organizational level.

e) *Bureauwide support offices* (2), the Service Center (SC), located in Denver, CO, and headed by the Service Center Director, provides Bureauwide technical, scientific, data management and administrative services; and the Boise Interagency Fire Center (BIFC), headed by the BLM Fire Center Director, provides training, logistical support and aviation management services for the Bureau's fire program.

## General Statement

The Bureau of Land Management (BLM) was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), in accordance with the provisions of Sections 402 and 403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the BLM and its directorate are also addressed in Section 301 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1731).

BLM is responsible for carrying out a full range of programs for the conservation, development, and management of both surface and mineral resources on approximately 270 million acres of Public Lands located in 28 States including Alaska. This land estate constitutes about 13 percent of the total land surface of the United States. Also, BLM administers mineral leasing and supervises mineral operations on an additional 300 million acres of Federal mineral estate underlying other federally-administered, State or private ownerships throughout the United States, and supervises most mineral operations on Indian lands.

The BLM's primary objective is to manage the Public Lands and their resources under the concept of multiple-use by attaining the best combination of uses that an area is capable of sustaining to provide maximum public benefit. Renewable resources are managed to recognize the Nation's needs for domestic sources of food, fiber, timber, and wildlife on a sustained yield basis and to make significant contributions to national, regional and local economies which depend upon Public Land resources. Mineral resources are managed to provide a secure domestic source of energy and strategically important nonenergy minerals, to encourage orderly and timely development, and to obtain fair market value return to the Federal Government.

The Public Lands also provide many opportunities for human use and enjoyment through recreational, ecological, scientific, and other nonconsumptive activities. BLM is responsible for managing significant cultural, wilderness and recreational resources throughout the West and Alaska, including several National Conservation Areas, one National Recreation Area, plus Outstanding Natural Areas, portions of many Wild and Scenic Rivers and National Trails. Included is the responsibility to manage the public recreational visitor use on these lands, and to enforce Federal laws and regulations governing the use of the Public Lands. BLM manages the Public Lands with these interests in mind as well as with concern for environmental protection, service to the public, and opportunity for public involvement in the development of BLM plans, managerial considerations, and regulations.

The 1990 Budget reflects our continuing commitment to effective stewardship of the Public Lands and their mineral, renewable, and other natural resources; including protecting these lands and resources, making them available for orderly development and use to provide economic benefits to the Nation, and ensuring their availability for the enjoyment and benefit of all Americans. The 1990 Budget proposes funding at levels appropriate to meet these management objectives and commitments.

The BLM will expand several initiatives in 1990 directed toward improvement of public service and maintenance of public health and safety. In support of the Department's Drug Enforcement Policy, emphasis on cannabis detection and eradication will be increased using field eradication teams, automated intelligence data bases, public information materials, and cooperative agreements. BLM law enforcement activities will also be expanded to suppress the increasing levels of manufacturing, possession and distribution of illegal drugs on the Public Lands, especially in border areas.

The 1990 Budget proposal includes a legislative proposal to establish a new permanent indefinite account, "Federal Wildland Firefighting", to finance the

costs of conducting firefighting programs within the Department of the Interior. This account will replace the current practice of including minimal program funding in each year's budget request and then transferring funds from other Departmental no-year accounts for the bulk of fire presuppression and suppression costs. Those accounts are typically repaid in subsequent years by additional appropriations. Funding for the new account will come from the General Fund of the Treasury. However, under the proposal the General Fund receive an additional portion of the revenues collected under the Oregon and California Grant Lands Act of 1937, the Minerals Leasing Act of 1920 as amended, and the Mineral Leasing Act for Acquired Lands of 1947 as partial reimbursement for the cost of Federal wildland firefighting.

The BLM also continues its efforts to modernize and more fully integrate its ADP systems as well as developing the Automated Land and Minerals Records System (ALMRS). In 1990, we will award the contract for system design for the continued development of ALMRS, a project initiated in 1983 to automate the Federal land and minerals records which are in BLM's custody.

In facilities maintenance, the BLM has initiated a significant program to begin eliminating unsanitary or unsafe conditions in public facilities, and on roads and bridges in order to protect the public health and safety. In addition to proposing increased funding for maintenance in 1990, the BLM will also take steps to improve access to its facilities for the physically challenged.

The new fee structure for mining law administration is expected to generate $6.5 million in revenues in 1990 and although it is not reflected in the 1990 estimate it will be available to the BLM for management of mining claim recordation, and on the ground compliance activities for mining on the Public Lands across the West and in Alaska.

As outlined in *Recreation 2000: A Strategic Plan*, the BLM will increase its recreation management capability, particularly in permit compliance and visitor use supervision for high priority recreation areas with emphasis on rivers, trails, and off-road vehicle areas. The BLM will also expand a challenge cost-share program to encourage State and private sector contributions for improvement of recreation resources and facilities.

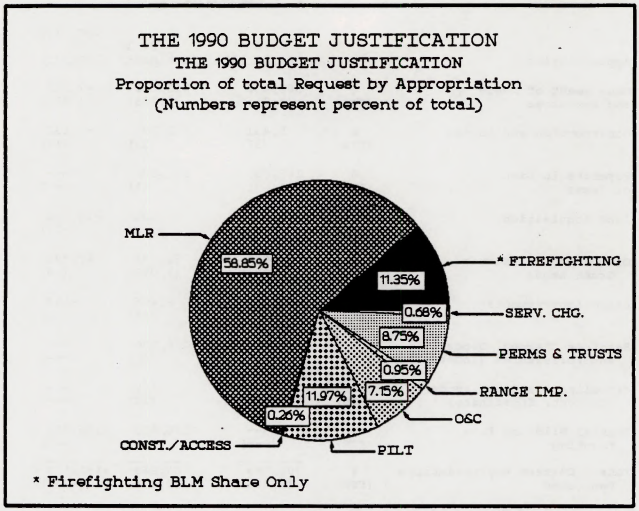
Management of the commercial timber lands in western Oregon, financed through the Oregon & California Grant Lands (O&C) appropriation, will be strengthened in 1990 with emphasis directed to offering 1.1 billion board feet of timber for sale, and increasing reforestation and timber stand improvement efforts by $5.5 million. In 1990, the program will also emphasize increased management of anadromous fish habitat and recreation facility maintenance as well as moving toward completion of the 1990's decadal resource management plans.

**Comparison of 1990 Estimates with 1989 Enacted to Date:**

*(dollars in thousands)*

| Appropriation | | 1989 Enacted to Date | 1990 1/ Estimate | Inc. (+) or Dec. (-) |
|---|---|---|---|---|
| Management of Lands and Resources | $ | 508,462 | 515,861 | +7,399 |
| | (FTE) | (8,316) | (8,103) | (-213) |
| Construction and Access | $ | 5,431 | 2,300 | -3,131 |
| | (FTE) | (30) | (33) | (+3) |
| Payments in Lieu of Taxes | $ | 105,000 | 105,000 | --- |
| | (FTE) | (1) | (1) | (---) |
| Land Acquisition | $ | 12,290 | 100 | -12,190 |
| | (FTE) | (19) | (2) | (-17) |
| Oregon and California Grant Lands | $ | 60,000 | 62,702 | +2,702 |
| | (FTE) | (1,104) | (1,098) | (-6) |
| Range Improvements | $ | 8,506 | 8,406 | -100 |
| | (FTE) | (87) | (86) | (-1) |
| Services Charges, Deposits, and Forfeitures (Indefinite) | $ | 6,000 | 6,000 | --- |
| | (FTE) | (83) | (83) | (---) |
| Miscellaneous Trust Funds (Current, Indefinite) | $ | 100 | 100 | --- |
| | (FTE) | (20) | (20) | (---) |
| Federal Wildland Fire Fighting | $ | --- | 166,500 | +166,500 |
| | (FTE) | (---) | (---) | (---) |
| Total, Current Appropriations Requested | $ | 705,789 | 866,969 | +161,180 |
| | (FTE) | (9,660) | (9,426) | (-234) |
| **Permanents and Trust Funds** | | | | |
| Special Acquisition of Lands and Minerals (Borrowing Authority) | $ | 1,300 | 1,300 | --- |
| | (FTE) | (---) | (---) | (---) |
| Operations and Maintenance of Quarters | $ | 250 | 250 | --- |
| | (FTE) | (3) | (3) | (---) |
| Miscellaneous Permanent Appropriations | $ | 98,091 | 74,501 | -23,590 |
| | (FTE) | (80) | (80) | (---) |
| Miscellaneous Trust Funds (Permanent) | $ | 600 | 600 | --- |
| | (FTE) | (28) | (28) | (---) |
| Total, Permanents & Trusts | $ | 100,241 | 76,651 | -23,590 |
| | (FTE) | (111) | (111) | (---) |
| Reimbursements and Other Accounts | (FTE) | (115) | (115) | (---) |
| Budget Authority, Total BLM | $ | 806,030 | 943,620 | +137,590 |
| | (FTE) | (9,886) | (9,652) | (-234) |

1/ The dollars in the 1990 estimate in this table and subsequent discussion by subactivity represents the total effect of existing law and proposed legislation.




**Comparison of the 1990 Estimate with the 1989 enacted to date:**

The 1990 Budget Estimate includes the effect of a new legislative proposal for firefighting and management on Department of the Interior administered lands.

The 1990 Budget Estimate for the BLM is $943.6 million. The 1990 request includes $867.0 million for appropriations to be currently enacted, an increase of $161.2 million from the 1989 appropriations enacted to date. This increase includes $166.5 million for the proposed new Federal Wildland Firefighting account which provides for fire program funding on all Department of the Interior administered lands. The BLM portion of the new firefighting account total is $99.5 million. The Budget Estimate also includes $76.6 million for Miscellaneous Permanent Appropriations and Permanent Trust Funds. The estimate for Permanent appropriations and trust funds decreases by $23.6 million from the 1989 Budget level.

Following are the highlights of the major changes in the 1990 Budget Estimate for the BLM:

"APPROPRIATION"

"MANAGEMENT OF LANDS AND RESOURCES (MLR)"

*(dollars in thousands)*

| Activity / o Subactivity | 1989 Enacted | 1990 Estimate | Difference |
|---|---|---|---|
| **Energy and Minerals Management** | | | |
| o Oil and Gas | 44,760 | 42,975 | -1,785 |
| Decrease will result from the elimination of the requirement for KGS determinations and the requirement to evaluate competitive tracts for fair market value. Based on the lack of interest in leasing Alaska lands, additional savings will be achieved by foregoing inventory and mineral supported work associated with land use planning in Alaska. | | | |
| o Coal | 9,780 | 8,917 | -863 |
| The reduction will be realized by deferring less critical operations and leasing activities on both Federal and Indian lands, reflecting the continued soft coal leasing market. BLM will continue its active role in inspection, enforcement and production verification. | | | |
| o Mining Law | 11,220 | 11,056 | -164 |
| Decrease will result in a reduction in the number of low priority non-patent validity examinations completed. However, fees totaling $6.5 million are estimated to become available in 1990 as reimbursements from the revised fee structure for mining claim recordation and mineral patents. Fees will be utilized initially to improve automation in the mining claim recordation program and to increase field compliance efforts in surface management. | | | |
| o Other Mineral Resources | 8,537 | 8,489 | -48 |
| The decrease in this program will result from the postponement of realty and mineral assessment work on the exchange of relinquished oil shale lease tracts with the State of Utah until after the State completes its final selection of tracts to be offered in the exchange. Further reductions will be accomplished by increased reliance on private sector monitoring of suspended Colorado oil shale lease tracts. | | | |
| Subtotal | 74,297 | 71,437 | -2,860 |
| **Lands and Realty Management** | | | |
| o Lands, Realty, and ROW Management | 23,068 | 22,916 | -152 |
| The decrease will result in deferring lower priority lands case and use authorization work to future years. | | | |

*(dollars in thousands)*

| | 1989 Enacted | 1990 Estimate | Difference |
|---|---|---|---|
| o Alaska Lands | 13,661 | 12,088 | -1,573 |

Continues work on land title transfers to the State of Alaska and Native Corporations by deferring some lower priority case processing work to future years.

| | | | |
|---|---|---|---|
| Subtotal | 36,729 | 35,004 | -1,725 |
| **Renewable Resources Management** | | | |
| o Forest Management | 6,685 | 6,549 | -136 |

The decrease will reduce the amount of timber volume offered for sale by 5 million board feet. Sales from areas of lower productivity and lower cost effectiveness will be reduced.

| | | | |
|---|---|---|---|
| o Wild Horse and Burro Management | 14,560 | 12,314 | -2,246 |

The decrease will be possible because 2,300 fewer horses will be removed from the Public Lands. In 1990, an estimated 8,700 head of animals will be removed as part of the effort to reach appropriate management levels by 1991.

| | | | |
|---|---|---|---|
| o Grazing Management | 34,600 | 33,206 | -1,394 |

Decrease will be accommodated by a reduction in lower priority project development, and maintenance work, and by preparing fewer management plans. Activities supporting enhanced riparian management will continue to be emphasized in 1990.

| | | | |
|---|---|---|---|
| o Soil, Water, and Air Management | 14,471 | 13,221 | -1,250 |

The proposed decrease will be accomplished by deferring implementation of an estimated 55 watershed improvement projects. Activities related to the riparian management initiative will continue to be emphasized in 1990.

| | | | |
|---|---|---|---|
| o Wildlife Habitat Management | 19,985 | 16,559 | -3,426 |

The decrease can be accomplished because of reduced need for certain inventories and by deferring habitat management plan development, implementation, and maintenance for lower priority areas. The challenge cost-share program will be continued in 1990 at a level of $1.0 million.

| | | | |
|---|---|---|---|
| o Recreation Mgmt. | | | |
| --Cultural Resource Management | 6,614 | 6,729 | +115 |

The increase will allow implementation of priority items in archeological protection plans and completion of activity plans for threatened and deteriorating sites in priority areas.

*(dollars in thousands)*

| | 1989 Enacted | 1990 Estimate | Difference |
|---|---|---|---|
| --Wilderness Management | 7,736 | 7,738 | +2 |

Interim management efforts, monitoring and management of established wilderness areas and transition from study phase to management phase of the program will continue.

| | | | |
|---|---|---|---|
| --Recreation Resources Mgmt. | | 10,810 | 12,210 |
| +1,400 | | | |

In concert with *Recreation 2000: A Strategic Plan,* increases will allow additional recreation management capability, particularly in permit compliance and visitor use supervision for high priority recreation areas with emphasis on rivers, trails and off-road vehicle areas. The increase will allow expansion of a challenge cost-share program to encourage State and private sector contributions for improvement of recreation resources and facilities.

| | | | |
|---|---|---|---|
| Rec. Subtotal | 25,160 | 26,677 | +1,517 |
| Subtotal Renewable Resources | 115,461 | 108,526 | -6,935 |
| **Resource Management Planning** | 9,289 | 8,626 | -663 |

Continues development, updating and maintenance of land use plans to provide the basis for resource management decisions. The proposed decrease will result in fewer planning starts in 1990.

**Information and Resource Data Management**

| | | | |
|---|---|---|---|
| o Information Systems Operation and Maintenance | 16,906 | 16,725 | -181 |

The decrease will be possible by a reduction in maintenance costs associated with a BLM computer in Alaska which will be taken out of service in 1990.

| | | | |
|---|---|---|---|
| o Resource Data Acquisition and Management | 3,185 | 4,410 | +1,225 |

The increase (by base adjustment from other programs) will provide full funding of technical support for Bureau mapping, high altitude photography and development of geographic information and remote sensing technologies.

| | | | |
|---|---|---|---|
| o ALMRS Project | 22,969 | 22,903 | -66 |

Efforts through ALMRS will continue to fully automate the lands and minerals records by the end of 1993; contract for system and hardware design will be awarded in 1990.

| | | | |
|---|---|---|---|
| Subtotal | 43,060 | 44,038 | +978 |

*(dollars in thousands)*

| | 1989 Enacted | 1990 Estimate | Difference |
|---|---|---|---|
| **Resource Protection and Maintenance** | | | |
| o Fire Management | 9,282 | --- | -9,282 |

The reduction in this program will result from the transfer of the BLM fire management function to the proposed new Federal Wildland Firefighting account, where it will be fully funded.

| | | | |
|---|---|---|---|
| o Alaska Cadastral Surveys | 15,232 | 11,257 | -3,975 |

While continuing efforts to survey and patent lands to the State of Alaska, Native Corporations, and private individuals, the reduction will result in the deferral of approximately 300 fewer miles of survey.

| | | | |
|---|---|---|---|
| o Other States Cadastral Surveys | 12,165 | 11,400 | -765 |

The decrease will result in about 700 fewer miles being surveyed primarily in lower priority Public Land areas, while continuing the survey of lands, resurveys, and special surveys to support realty and resource programs.

| | | | |
|---|---|---|---|
| o Resource Protection & Law Enforcement | 4,257 | 9,801 | +5,544 |

In support of the Departmental drug enforcement policy, BLM is emphasizing increased law enforcement efforts in cannabis detection and eradication on the Public Lands, as well as detection and suppression of manufacturing and distribution of illegal drugs on the Public Lands.

| | | | |
|---|---|---|---|
| o Facilities Maintenance | 15,791 | 19,146 | +3,355 |

The increase will allow for additional projects to eliminate safety and/or health hazards to the public, users, or employees, including maintenance and repair of roads, bridges, and facilities, as well as providing access to Public Lands and facilities for the physically challenged.

| | | | |
|---|---|---|---|
| o Hazardous Materials Management | 12,374 | 12,332 | -42 |

The small decrease will delay completion of one lower priority Preliminary Assessment study. The BLM will continue inventory and assessment of sites suspected or known to be contaminated and will complete scheduled EIS's including one at Kirtland, New Mexico. RI/FSs will be continued at Flora Vista, New Mexico, and Oroville, Washington. The RI/FS at Lee Acres will be completed and a decision for further action will be made in 1990.

| | | | |
|---|---|---|---|
| Subtotal | 69,101 | 63,936 | -5,165 |

*(dollars in thousands)*

| | 1989 Enacted | 1990 Estimate | Difference |
|---|---|---|---|
| **Emergency Operations** | 72,876 | 94,261 | +21,385 |

The increase is due to increasing the amount available to repay 1989 emergency transfers from $70,000 to $94,261. All 1990 funds requested here are estimated to be needed to repay anticipated fire presuppression, suppression and rehabilitation costs to be incurred for the 1989 fire season, which will be initially funded through transfers made under Section 102 authority.

**Federal Wildland Firefighting**

Costs for the 1990 Federal Wildland Firefighting Program will be fully funded through the new proposed permanent indefinite account.

| | | | |
|---|---|---|---|
| **General Administration** | 87,649 | 90,033 | +2,384 |

The increase will provide for Bureauwide fixed cost increases related to unemployment compensation, commercial phone systems, injured employee compensation, and space rental, and an increase to administer space lease acquisition authority which was transferred to BLM from GSA; some of the increase is offset by a decrease for the new FFS accounting/payment system development.

| | | | |
|---|---|---|---|
| MLR TOTAL | 508,462 | 515,861 | +7,399 |
| **"CONSTRUCTION AND ACCESS"** | | | |
| **Construction Projects** | 4,100 | 1,000 | -3,100 |

The 1990 program includes seven new construction projects on the Public Lands that would enhance the management of the resources, prevent resource damage, provide better visitor service, health and safety, and improve public access to recreational areas.

| | | | |
|---|---|---|---|
| **Access and Easement Acquisition** | 1,331 | 1,300 | -31 |

Decrease will result in fewer easements across non-federal lands to access BLM managed lands for recreation and other multiple use activities.

| | | | |
|---|---|---|---|
| TOTAL | 5,431 | 2,300 | -3,131 |
| **"PAYMENTS IN LIEU OF TAXES (PILT)"** | | | |
| TOTAL | 105,000 | 105,000 | --- |

Continues the same level as 1989, which provides full funding of payments authorized to local jurisdictions for designated Federal lands.

| | | | |
|---|---|---|---|
| **"LAND ACQUISITION"** | | | |
| TOTAL | 12,290 | 100 | -12,190 |

The 1990 program provides funding for acquisition management work related to previously authorized land acquisition project areas.

## "OREGON AND CALIFORNIA GRANT LANDS"

*(dollars in thousands)*

| | 1989 Enacted | 1990 Estimate | Difference |
|---|---|---|---|
| **Western Oregon Resource Management** | | | |
| o Timber Management | 21,874 | 23,014 | +1,140 |

The proposed increase will provide the capability to offer for sale a total of 1,111 million board feet of timber, presuming that the current injunction which restricts the offering of old growth timber in spotted owl habitat areas is lifted by the end of 1989. The increase also provides BLM the ability to continue to develop timber sale plans for future years to maintain a sustained yield program.

| | | | |
|---|---|---|---|
| o Reforestation and Forest Dvlpmt. | 24,848 | 30,313 | +5,465 |

Increase allows additional reforestation and timber stand improvement work to address the accelerated harvesting that occurred in 1988 and 1989. In addition, a considerable backlog acreage of plantation maintenance will be treated, as well as completing more timber site preparation for future reforestation.

| | | | |
|---|---|---|---|
| o Other Forest Resource Mgt. | 2,860 | 2,968 | +108 |

The increase will permit additional stream monitoring and improvements of anadromous stream habitat.

| | | | |
|---|---|---|---|
| o Fire Protection | 2,293 | --- | -2,293 |

The reduction will occur as a result of the proposal for a new "Federal Wildland Firefighting" permanent, indefinite account, from which it will be fully funded.

| | | | |
|---|---|---|---|
| o Resource Management Planning | 3,395 | 1,115 | -2,280 |

The decrease reflects the reduction in planned workload as indicated in the planning schedule. Peak workload will occur in 1989 in the process of completing the decadal timber management plans for the Western Oregon Districts.

| | | | |
|---|---|---|---|
| Subtotal | 55,270 | 57,410 | +2,140 |
| **Western Oregon Information and Resource Data Management** | 625 | 1,074 | +449 |

The increase will provide for maintenance of Western Oregon Digital Data Base and for general support of the entire system.

| | | | |
|---|---|---|---|
| **Western Oregon Facilities Maintenance** | 3,655 | 3,765 | +110 |

The increase will provide capability to accomplish required annual preventative maintenance on many BLM recreation facilities in Western Oregon as well as corrective maintenance on some buildings. It also provides for the continuation of road, trail, and bridge maintenance in Western Oregon.

*(dollars in thousands)*

| | 1989 Enacted | 1990 Estimate | Difference |
|---|---|---|---|
| **Western Oregon Const. and Acquisition** | 450 | 453 | +3 |

The transportation planning design work and acquisition of easements for access roads in Western Oregon will continue.

| | | | |
|---|---|---|---|
| **TOTAL - O & C GRANT LANDS** | 60,000 | 62,702 | +2,702 |

**"RANGE IMPROVEMENTS"**

| | | | |
|---|---|---|---|
| TOTAL | 8,506 | 8,406 | -100 |

The 1990 program continues funding for on-the-ground rangeland improvements. The decrease is related to an estimate of the amount of the one-half of grazing receipts to become available in 1990 for Range Improvements at the $1.54/AUM. The decrease will be accommodated by reducing certain lower priority project development, and some weed control project work.

**FEDERAL WILDLAND FIREFIGHTING**

| | | | |
|---|---|---|---|
| TOTAL | --- | 166,500 | +166,500 |

This is a new account (permanent, indefinite) proposed for establishment in 1990 to fund all Department of the Interior wildland fire programs, including those in the BLM, National Park Service, Fish and Wildlife Service, and Bureau of Indian Affairs. The account will cover fire management, fire presuppression and preparation, fire suppression, and emergency fire rehabilitation costs for each year in which they occur. A similar account is being established in the U.S. Forest Service for their fire program costs. Both accounts will be General Fund accounts; however, proposed legislation will be forwarded to provide that only estimated fire program costs be deducted from O & C timber receipts and Mineral Leasing Act, rents, royalty receipts and Forest Service timber and mineral receipts collected by the Department before these receipts are distributed among states, counties and the U.S. Treasury.

The $166,500,000 provides $23,869,000 for fire management, $74,131,000 for presuppression and fire fuels hazard reduction work, $61,450,000 for fire suppression, and $7,050,000 for emergency rehabilitation of burned over lands. Of the total amount, $99,500,000 is identified to be allocated to the BLM, $13,962,000 to FWS, $21,838,000 to NPS, and $31,200,000 to BIA.

**SERVICE CHARGES, DEPOSITS, AND FORFEITURES**

| | | | |
|---|---|---|---|
| TOTAL | 6,000 | 6,000 | --- |

This is the same amount as provided for 1989 for rights-of-way processing work, adopt-a-horse program, repair of damaged lands, timber expenses and slash burning, cost recoverable realty work, and copy fees for official Public Land records.

## MISCELLANEOUS TRUST FUNDS

*(dollars in thousands)*

| | 1989 Enacted | 1990 Estimate | Difference |
|---|---|---|---|
| Current Authority | 100 | 100 | --- |

This is the same as the 1989 estimate.

| | | | |
|---|---|---|---|
| **TOTAL CURRENT APPROPRIATIONS** | 705,789 | 866,969 | +161,180 |
| **TOTAL PERMANENT APPROPRIATIONS** | 100,241 | 76,651 | -23,590 |

This decrease results from the legislative proposal to fund all Federal fire program costs from two permanent, indefinite accounts, one in the Department of the Interior and one in the U.S. Forest Service. To partially off-set the costs of the fire programs, deductions would be made from certain Federal timber and mineral receipts prior to distribution of the receipts. This will result in a reduction of O&C timber receipts available for distribution, causing a decrease in payments to O&C counties of $13,790,000 from the 1989 estimate. The additional $9,800,000 reduction is a result of lower harvest levels than in previous years.

| | | | |
|---|---|---|---|
| **TOTAL - BLM** | 806,030 | 943,620 | +137,590 |

## RECEIPTS

In 1990, BLM will collect an estimated $215 million in receipts from sales of lands and vegetative products, grazing fees, timber sales and other miscellaneous sources. In addition, BLM activities contribute directly toward the generation of more than $1 billion in receipts (bonuses, rents, royalties) connected with the leasing of onshore Federal minerals. (These receipts are accounted for and disbursed by the Minerals Management Service.)

## RECEIPTS BY SOURCE

The following table shows total actual receipts collected by the BLM in 1986, 1987, and 1988 and estimated receipts for 1989 and 1990 by source.

(dollars in thousands)

| | 1986 Actual | 1987 Actual | 1988 Actual | 1989 Estimate | 1990 Estimate |
|---|---|---|---|---|---|
| Sales, Public Land and Materials | $ 13,943 | $ 8,289 | $ 6,349 | $ 8,000 | $ 8,000 |
| Noncompetitive Filing Fees | 26,585 | 16,619 | 6,573 | 1,500 | 1,500 |
| Registration and Misc. Filing Fees | 1,542 | 1,676 | 2,621 | 1,700 | 950 |
| Mineral Leasing 1/ | 1,054 | 1,579 | 399 | 1,500 | 1,500 |
| Grazing Fees | 14,785 | 14,449 | 16,321 | 16,870 | 16,870 |
| Timber Sales | 165,739 | 152,782 | 241,008 | 185,800 | 165,800 |
| Recreation Use Fees | 963 | 1,028 | 937 2/ | 1,100 | 1,200 |
| Miscellaneous Receipts, Services Charges & Fees | 20,433 | 26,662 | 25,125 | 18,960 | 18,960 |
| Total | $245,044 | $223,084 | $299,333 | $235,430 | $214,780 |

1/ Most collection functions transferred to Minerals Management Service in 1984. The BLM continues to collect rental fees for oil and gas pipeline rights-of-way associated with lands leased under the Mineral Leasing Act.

2/ An additional $205,633 was collected and deposited into the old LWCF account (see discussion of recreation receipts).

## Receipts by Source -- Descriptions

1. **Sale of Public Lands and Materials** - This category includes receipts from the sale of public lands and materials with the following exceptions:

   a. Receipts from sale of timber from the public domain;

   b. Receipts from sale of lands and materials from Oregon and California (O&C) and Coos Bay Wagon Road (CBWR) lands;

   c. Receipts from sale of lands and materials from Land Utilization (LU) project lands;

   d. Receipts from sale of lands and materials from Reclamation lands (reserved or withdrawn); and

   e. Receipts from sale of townsites and reclamation projects.

2. **Noncompetitive Filing Fees** - An estimated $1.5 million per year in non-competitive filing fees will be collected in 1989 and 1990. The decline in receipts from previous years reflects the elimination of the Simultaneous Oil and Gas Leasing program as a result of the Federal Onshore Oil and Gas Leasing Reform Act of 1987 (Sec. 5101, P.L. 100-203). The residual $1.5 million in fees results from issuing leases "over-the-counter" that are not leased when offered competitively.

3. **Registration and Filing Fees** - This category includes fees received for filing or recording documents; charges for registration of individuals, firms or products; and requests for approval of transfer of leases or permits of interest. Based on historical data, an estimated $1.7 million in registration fees has been collected annually. Approximately $750,000 of this amount, (based on 1989 estimates), has been attributed to collections for administration of the mining laws. Beginning in 1990, the total will be reduced by this amount because the 1989 Appropriations Act provides that all receipts for processing activities associated with the General Mining Laws shall be deposited into a reimbursable account to be made available for program operations. The mining law related fees are estimated to be $1.5 million in 1989 and $6.5 million in 1990, but they are not included within the receipts calculations.

4. **Mineral Leasing** - This category involves receipts (including bonuses, royalties, and rents) collected from leasing of oil and gas, coal, oil shale, geothermal, and other minerals on Public Land and acquired lands administered under the Mineral Leasing Act (MLA) and the Acquired Lands Leasing Act. The Minerals Management Service assumed responsibility for collection and distribution of most mineral leasing royalty and rental receipts in 1984. BLM continues to collect first-year rentals and initial bonuses from mineral leasing but deposits these receipts directly into MMS accounts. The BLM also collects rental fees for oil and gas pipeline rights-of-ways associated with lands leased under the MLA.

5. **Grazing Fees** - From 1978 through 1985 grazing fees were based on a formula established in the Public Rangelands Improvement Act (PRIA) of 1978. The statutory authority for this formula expired on December 31, 1985. On February 14, 1986, the President issued Executive Order 12548 directing the use of the PRIA formula which includes forage value index, private lands lease rates, beef cattle prices and the price paid to ranchers for finished beef cattle, and also provides that the fee shall not be less than $1.35 per animal unit month. Based on the Executive Order, the fee for 1986 and 1987 was $1.35 per AUM.

Regulations were published on February 2, 1988 which established rulemaking processes for and provided notice of the grazing fee beginning March 1, 1988 and the future. These regulations continue the grazing fee formula established by the Public Rangelands Improvement Act (PRIA) and Executive Order 12548. Based on this formula, the fee beginning March 1, 1988 was set at $1.54 per AUM.

The 1990 receipts estimate is based on $1.54 per AUM which was in effect when the 1990 President's Budget was prepared. A new fee of $1.86 per AUM for the grazing year beginning on March 1, 1989, was announced in mid-January 1989.

Grazing fees are collected into the following accounts:

a. **Receipts from Land Utilization (LU) Lands, BLM.** Includes receipts for grazing livestock on LU project lands which were acquired under the authority of the Bankhead-Jones Act of 1937 and transferred to the Department of the Interior by Executive Order (EO) 10787 and EO 10890 for administration by BLM under Section 15 of the Taylor Grazing Act (TGA). Grazing fees from this source have historically constituted approximately 5 percent of total grazing receipts.

b. **Receipts from Grazing, etc., Public Lands Outside of Grazing Districts, BLM.** Includes receipts collected from users of grazing lands outside BLM grazing districts:

   - Receipts from Public Land leased for grazing under the authority of Section 15 of the Taylor Grazing Act of 1934 and LU lands transferred to the Department of the Interior by Executive Orders 10046, 10234, and 10322 to be administered according to section 15 of TGA;

   - Receipts collected by other agencies under cooperative agreements; and

   - Crossing fees and trespass collections for Section 15 lands. Excludes grazing receipts from O&C and Coos Bay Wagon Road (CBWR) lands and LU lands transferred by Executive Orders 10787 and 10890 and receipts covered by other laws.

   Fees from this source have historically constituted about 13 percent of total grazing receipts.

c. **Receipts from Grazing, etc., Public Lands Within Grazing Districts, BLM.** Includes grazing receipts from Public Land within organized grazing districts established under the authority of Section 3 of the Taylor Grazing Act of 1934 and from grazing on LU lands transferred under EO 10787 and EO 10890, and crossing fees and trespass collections from Section 3 lands. Fees from this source have historically constituted about 82 percent of total grazing receipts.

   Fifty percent of all grazing receipts collected from Public Land administered under the Taylor Grazing Act, and LU lands under BLM jurisdiction are allocated to the Range Improvements Fund. As provided in the Taylor Grazing Act and PRIA, when appropriated by Congress, these funds are available until expended for the construction, purchase and development of range improvements. Appropriations are made from the receipts collected in the previous fiscal year.

6. **Timber Sales** - Included are receipts from the sale of timber and other natural land products from the Oregon and California (O&C) Grant Lands and from the Coos Bay Wagon Road Lands in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, from sale of town sites within reclamation projects, and from public domain timber sales. Estimates are based on historical data, anticipated changes in factors affecting timber demand, such as housing construction, and legislative and administrative factors.

Timber Receipts 1986-90

*(dollars in thousands)*

| | Actual | | | Estimate | |
|---|---|---|---|---|---|
| | 1986 | 1987 | 1988 | 1989 | 1990 |
| Oregon and California Grant Lands | $147,242 | $136,844 | $217,740 | $169,400 | $149,800 |
| Coos Bay Wagon Road Lands | 5,687 | 4,906 | 9,453 | 5,400 | 5,000 |
| Public Domain (incl. western Oregon) | 12,810 | 11,032 | 13,815 | 11,000 | 11,000 |
| Total | $165,739 | $152,782 | $241,008 | $185,800 | $165,800 |

The lower level of receipt estimates for 1990 assumes that harvest levels will stabilize after the large volume harvested in 1988 and anticipated in early 1989. This harvest increase is due to the salvage harvesting of the 1987 fire damaged timber and to accelerated cutting of "buy-out" timber due to strong markets, rather than allowing the sales to go default, as was earlier anticipated. Additionally, an injunction in 1988 which prohibits the sale of old growth timber further reduces the receipts. Although it is assumed that the injunction will be lifted by 1990, the amount of timber sold in 1988 and planned to be offered in 1989 was reduced as a result of this injunction which affects receipt collections in 1990 and outyears. The 1990 estimate includes the anticipated effect of removing the restrictions on log exports through the elimination of Section 302 of the Interior Appropriations Act.

7. **Recreation Use Fees** - Recreation use fees are collected primarily from competitive events, commercial recreation users, such as off-road vehicle (ORV) events and river rafting outfitters, and from camping at developed facilities. The increase in receipts beginning in 1986 resulted from higher fees charged to permittees, resulting from the phase-in of regulations in 43 CFR, Part 8370, and from increased recreation use. As authorized by the amendments to the Land and Water Conservation Fund Act contained in the Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203), receipts from recreation fees are deposited into a special BLM account and are available for appropriation to BLM to assist in covering management and maintenance costs. The funds are appropriated to BLM as part of the "Management of Lands and Resources" account. Prior to December 22, 1987, recreation user fees were deposited in the Land and Water Conservation Fund and were not available for appropriation to the BLM.

8. **Miscellaneous Receipts** - There are five major categories of miscellaneous receipts not otherwise classified:

   a. Rent of land (for commercial, industrial and residential purposes);

   b. Revenues from special program services such as road maintenance and use fees, rights-of-way application processing fees, wild horse and burro fees collected from adopters; fees charged to timber sale purchasers when BLM performs work required by the contract, and copy fees;

   c. Fines, penalties and bond forfeitures;

   d. Annual rentals from rights-of-way permits; and

   e. Contributions.

Payments of Bureau of Land Management Receipts to States, Fiscal Year 1988 (Actual)

| State | Mineral Leases and Permits 1/ | Grazing Receipts Grazing Districts Outside | Grazing Receipts Grazing Districts Inside | Sale of Public Land and Materials | Other | Total |
|---|---|---|---|---|---|---|
| Alaska..... | 1,002,123 | --- | | 3,468 | --- | 1,005,591 |
| Arizona..... | 8,738 | 108,573 | 69,099 | 6,779 | --- | 193,189 |
| California..... | 7,312 | 117,591 | 17,041 | 93,722 | --- | 235,666 |
| Colorado..... | 27,135 | 31,347 | 76,484 | 18,852 | --- | 153,818 |
| Idaho..... | 4,525 | 22,909 | 179,824 | 23,641 | --- | 230,899 |
| Kansas..... | --- | 86 | --- | --- | --- | 86 |
| Minnesota..... | --- | --- | --- | 342 | --- | 342 |
| Montana..... | 6,087 | 101,663 | 113,913 | 11,011 | 447,442 | 680,116 |
| Nebraska..... | --- | 717 | --- | 240 | --- | 957 |
| Nevada..... | 116 | 21,318 | 294,679 | 460,940 2/ | --- | 777,053 |
| New Mexico..... | 184,273 | 156,634 | 239,611 | 65,602 | 10,855 | 656,975 |
| North Dakota..... | 344 | 6,393 | --- | 82 | --- | 6,819 |
| Oklahoma..... | 38 | 117 | --- | 1,352 | 2,982 | 4,489 |
| Oregon..... | 344 | 30,633 | 150,445 | 344,123 | 69,300,771 3/ | 69,826,316 |
| South Carolina..... | --- | --- | --- | 15 | --- | 15 |
| South Dakota..... | 138 | 48,370 | --- | 732 | --- | 49,240 |
| Utah..... | 32,057 | --- | 165,749 | 13,450 | 83,105 | 294,361 |
| Washington..... | --- | 16,290 | --- | 15,503 | --- | 31,793 |
| Wisconsin..... | --- | --- | --- | 128 | --- | 128 |
| Wyoming..... | 59,361 | 292,739 | 179,673 | 20,699 | --- | 552,472 |
| TOTAL | 1,332,591 | 955,380 | 1,486,518 | 1,080,681 | 69,845,155 | 74,700,325 |

1/ The BLM continues to make payments on receipts from the National Petroleum Reserve - Alaska and other minor categories of mineral receipts even though Minerals Management Service has primary responsibility for mineral receipts collections.

2/ Includes $419,823 for Burton-Santini Land Sales.

3/ Includes $68.4 million from O&C Grant Lands and $878,638 from Coos Bay Wagon Road timber receipts.

## Appropriation Summary Statement

**Appropriation: Management of Lands and Resources**

The Management of Lands and Resources (MLR) appropriation, the largest of BLM's operating appropriations, funds a variety of functions necessary to develop, manage, and protect the Public Lands and resources (both surface and mineral) under the Bureau's jurisdiction. These activities include energy and minerals management, lands and realty management, renewable resources management, resource management planning, information and resources data, resource protection and maintenance, emergency operations, and general administration. The total 1990 Estimate is $515,861,000, an increase of $1,425,000 from the 1990 base and an increase of $7,399,000 from the 1989 enacted level. In the absence of the legislative proposal to revise fire program funding, the 1990 Estimate would be $504,508,000, a decrease of $9,928,000 from 1990 base and decrease of $3,954,000 from 1989 enacted level.

1. **Energy and Minerals Management** includes the resource evaluation, leasing and supervision of Federal and Indian coal, oil and gas, geothermal resources, oil shale, tar sands and nonenergy minerals; the assessment of environmental impacts of proposed minerals development and the implementation of measures to mitigate any adverse environmental effects; the administration of laws relating to mining on the Public Lands; and the sale of mineral materials. This program also includes economic evaluation, post-lease supervision and inspection and enforcement.

A. **Oil and Gas** program includes oil and gas leasing and operations activities. The program provides for processing lease adjustments and diligent development reviews of Indian mineral leases, and for implementation of section 205 of FOGRMA providing for delegation of inspection authority to States and Indian Tribes. The BLM is responsible for management of 89,000 Federal oil and gas leases (17,000 producing) on 70 million acres and 12,000 Indian leases (4,500 producing).

B. **Coal Management** program provides for leasing and management of about 33 percent of all coal in the United States. There is a continued shift toward operations and away from leasing. The BLM is committed to an active role in inspection, enforcement and production verification.

C. **Mining Law Administration** program provides for the administration of the recordation, surface management, mineral patent, and other functions relating to mining activity on the public lands.

D. **Other Minerals Resources Management** provides for leasing of certain minerals such as potash, phosphate, geothermal and uranium; along with the sale of common variety minerals such as sand and gravel, and management of oil shale leases.

2. **Lands and Realty Management** comprises the lands, realty and rights-of-way management and the Alaska lands subactivities. These programs process the basic realty actions for ongoing BLM programs as well as private and other agencies proposals affecting the Public Lands.

A. **Lands, Realty and Rights-of-Way Management** includes the basic function of providing lands, realty and rights-of-way services to the public, State and local governments, and other Federal agencies. These services include authorizing land uses, authorizing rights-of-way, adjusting land tenure, operating the current manual system for maintaining

the official Public Lands records and responding to public inquiries about Public Lands status, use and acquisition. A portion of the program involves the review, revocation, and processing of withdrawal and classification actions on Public Lands.

B. **Alaska Lands** includes the lands program for the Public Land in the State of Alaska. The basic emphasis is on the continuation of title transfer to the State of Alaska and Native Corporations. Other realty actions such as exchanges, use authorizations and easement management are included in the program.

3. **Renewable Resources Management** includes forest management; wild horse and burro management; grazing management; soil, water and air management; wildlife and fisheries habitat management; and recreation management. These activities provide for the development, utilization, protection, and sustained yield management of the natural resources on the Public Lands.

A. **Forest Management** provides for the management, development, and protection of approximately 1.8 million acres of public domain commercial forest land outside of western Oregon and about 20.5 million acres of woodlands. In 1990 the major focus will be to continue the effort begun in 1988 to improve the cost-effectiveness of the program. The output objectives in 1990 include the sale of 60 million board feet (MMBF) of timber and 48,000 minor forest product permits, and the reforestation of approximately 2,300 acres.

B. **Wild Horse and Burro Management** ensures viable populations of healthy free-roaming wild horses and burros by maintaining a population in balance with available Public Land resources. The 1990 program will maintain a rate of removal which will result in an end-of-year population of 39,400 animals. The BLM will continue to emphasize the regular Adopt-A-Horse program, and will place unadoptable animals in the sanctuaries that have been established. The BLM plans to phase out the one remaining contract holding facility in 1989 which will result in a more cost effective program in 1990.

C. **Grazing Management** provides for the orderly administration of livestock grazing of Public Lands under the principle of multiple use and sustained yield, consistent with appropriate livestock grazing management practices. The 1990 program will increase the emphasis on monitoring studies, riparian area management, planning for project development and establishing an ecological site data base in order to better determine range condition.

D. **Soil, Water, and Air Management** includes activities such as soil surveys; improving water quality through land treatment or development of facilities; implementing management practices which enhance riparian areas; maintaining watershed management structures and facilities; documenting and applying for water rights for Public Land uses; and gathering soil, water and air quality data necessary to make resource management decisions.

E. **Wildlife Habitat Management** includes activities for the protection, management, and improvement of fish and wildlife habitats for all species dependent totally or partially on Public Lands for food and shelter; cooperative management with other Federal and State wildlife agencies responsible for species management; and for the protection and management of habitat for threatened and endangered species of fish, wildlife, and plants. The 1990 program emphasizes threatened and endangered species management, fisheries management and critical habitat area management (riparian areas, waterfowl areas, etc.).

F. **Recreation Management** includes the activities that allow the use of Public Lands for a wide variety of outdoor recreation purposes; the protection, interpretation, and management of historic, archaeological, and paleontological sites; and wilderness management.

(1) **Cultural Resources Management** focuses on protection, and management of cultural and paleontological resources on Public Lands. Emphasis in 1990 will be on increased protection of valuable and critically threatened cultural resources, through public awareness, patrol, support for law enforcement activities, and physical protection measures at high priority sites.

(2) **Wilderness Management** includes management of wilderness study areas and designated wilderness. Emphasis in 1990 will be on monitoring to detect unauthorized uses and completion of wilderness study reports.

(3) **Recreation Resources Management** focuses on special management areas where recreation use is heavily concentrated, as well as management of extensive recreation use of the Public Lands. Emphasis in 1990 will be on increased visitor services, resource protection, use supervision, and fee collection in intensively used areas, including the California Desert Conservation Area, and enhanced management of rivers, trails, off-road vehicle areas and associated facilities. The challenge cost-share program encourages additional State and private sector contributions for improvement of recreation resources and facilities.

4. **Resource Management Planning** provides for the development of resource management plans to provide a basis for decisions on energy and mineral production, rangeland management, lands and realty actions, timber production, and wilderness studies, as well as to resolve conflicts involving wildlife habitat, recreation, cultural resources, and other natural resources.

5. **Information and Resource Data Management** provides for management of ADP and data information systems, technical support to field offices, production of maps and GIS technology to support resource management and development of Automated Land and Mineral Records System (ALMRS).

A. **Information Systems Operation and Management** supports BLM programs through the development and operation of automated systems for acquiring, storing, using, and disseminating data required for all aspects of the BLM's programs.

B. **Resource Data Acquisition and Management** provides for systems maintenance, and user support for existing GIS technology used for the automation of resource data to provide field managers with information to make better and more informed land use decisions. In addition, the closely related fields of photogrammetry, base mapping, and technologies to use remote sensing data are supported to produce maps necessary for resource management activities.

C. **Automated Land and Mineral Record System (ALMRS)** provides for the development, data conversion, automation and eventual implementation of the system.

6. **Resource Protection and Maintenance** includes fire management; cadastral surveying both Alaska as well as other States, which provides for identification of Federal land boundaries and legal property descriptions; resource protection and law enforcement; facilities

maintenance for buildings, roads, and recreation sites and hazardous materials management, which provides for the identification and clean-up of hazardous material sites on Public Land.

A. **Fire Management** includes activities for developing fire techniques such as prescribed burning as a tool for resource management and for developing methods such as the Initial Attack Management System to improve fire suppression response to minimize loss of resources from wildfires and reduce costs. This function is proposed for inclusion in the new Federal Wildland Firefighting Account.

B. **Alaska Cadastral Surveys** are performed on lands selected by the State for transfer under the Alaska Statehood Act, for Native townsites, Native allotments, entitlements under the Alaska Native Claims Settlement Act, and other special purposes.

C. **Other States Cadastral Surveys** identify land boundaries that are prerequisite to resource management activities and decisions. Primarily, this involves resurveys to reestablish boundaries and obliterated boundary markers. Emphasis will be placed on highest priority surveys needed in support of energy and minerals development programs, forestry operations, and realty program efforts.

D. **Resource Protection and Law Enforcement** provides for the enforcement of laws and regulations governing the protection of Public Lands through Bureau law enforcement personnel, including rangers, and cooperative agreements with State, local, and Federal law enforcement agencies. In 1990, additional emphasis will be placed on the implementation of the Departmental Drug Enforcement Policy. The BLM's drug control efforts will intensify cannabis eradication, and enforcement activities will be expanded to suppress increasing manufacturing, possession, and distribution of illegal drugs on the Public Lands.

E. **Facilities Maintenance** provides essential maintenance and engineering services in support of Bureau programs. Maintenance includes activities for the care, upkeep, and protection of the investment in BLM buildings, roads, trails, and recreation sites.

F. **Hazardous Materials** provides for the identification, evaluation, and clean-up of hazardous materials sites on the Public Lands. Specific emphasis will be placed on the remediation of the Lee Acres landfill site in New Mexico.

7. **Emergency Operations** includes presuppression and suppression programs associated with wildfires on or threatening Public Land, the emergency rehabilitation of Public Land affected by wildfire, emergency damage repair of facilities damaged or destroyed by fire or natural disaster and support to control outbreaks of pests such as grasshoppers on Public Lands.

A. **Fire Presuppression and Preparation** covers all actions involved in the allocation of suppression resources to be prepared to suppress wildland fires. This normally consists of hiring and training personnel; preparation of vehicles, equipment, and facilities; acquiring supplies and aircraft; assuring agreements and contracts are in place.

B. **Firefighting** includes protecting Public Lands and resources and other values through the suppression of wildfires. Since firefighting expenditures vary depending upon the occurrence and severity of fires, it is extremely difficult to determine a figure necessary to totally fund

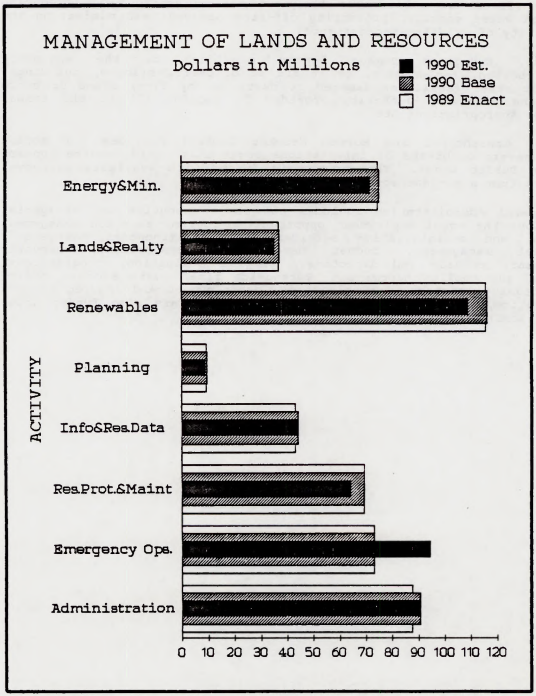
these costs in future years. The 1990 Budget requests funds to repay estimated 1989 fire season costs which will be borrowed using the authority of Section 102 of the 1989 Appropriations Act. The 1990 Budget also propose a legislative initiative to change the method of financing all Federal Wildland Fire Fighting Programs. This proposal would establish a new permanent, indefinite appropriation to provide funding for all Interior Department fire management, presuppression, suppression and rehabilitation programs.

C. **Fire Rehabilitation** includes emergency measures to mitigate the adverse effects of wildfire in the most cost-effective manner reducing soil and water erosion, preventing off-site damages, and minimizing the possibility of wildfire reoccurrence.

D. **Emergency Damage Repair** provides for the emergency reconstruction, replacement, or repair of aircraft, bridges, buildings, roads or other facilities damaged or destroyed by fire, flood or storm using the emergency authority provided in Section 101 of the annual Interior Appropriations Act.

E. **Grasshopper and Mormon Cricket Control** provides for action should severe outbreaks of infestations occur that would require control work on Public Lands. The program is funded with available carryover balances from a no-year appropriation.

8. **General Administration** includes the BLM's executive and managerial direction, the equal employment opportunity program, aviation management program, and administrative services such as financial management, personnel management, budget development, procurement, property management, records and directives, program evaluation, congressional liaison, and public information. Bureauwide fixed costs such as office space leasing, postage, communications, unemployment and injured workers compensation, and other Bureauwide service costs are also funded under General Administration.


MANAGEMENT OF LANDS AND RESOURCES
Dollars in Millions
1990 Est.
1990 Base
1989 Enact
ACTIVITY
Energy&Min.
Lands&Realty
Renewables
Planning
Info&Res.Data
Res.Prot.&Maint
Emergency Ope.
Administration
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## Appropriation Language Sheet
## Management of Lands and Resources

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [$508,462,000] *$504,508,000,* of which *the following amounts shall remain available until expended:* not to exceed [$1,000,000] $1,200,000, to be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(i)), $70,000,000 for [firefighting and] repayment to other appropriations from which funds were transferred *for firefighting* under the authority of section 102 of the Department of the Interior and Related Agencies Appropriations Act, [1988] 1989, and [$23,000,000] $22,969,000 for the Automated Land and Mineral Record System Project [shall remain available until expended *Provided,* That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors]:*Provided [further],* That [in fiscal year 1989 all but $742,000 of receipts, and thereafter] all receipts from fees established by the Secretary of the Interior for processing of actions relating to the administration of the General Mining Laws shall be available for program operations in Mining Law Administration by the Bureau of Land Management to supplement funds otherwise available to remain available until expended.

*(16 U.S.C. 594; 30 U.S.C. 181 et seq., 351-359; 43 U.S.C. 2, 31(a), 52, 315, 1181 a, b, d-f, 1701, 1901; 78 Stat. 986; Department of the Interior and Related Agencies Appropriations Act, 1989.)*

Note: The appropriation request reflects only the existing appropriation language and does not reflect the proposal to establish a new permanent, indefinite account for funding the Department of The Interior's Federal Wildland Firefighting programs.

## Justification of Proposed Language Changes

## Management of Land and Resources

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1. **Addition:** *"the following amounts shall remain available until expended"*

The proposed language is added to clarify the Congressional intent that all of the amounts following it are no-year amounts that are available until expended.

2. **Deletion:** [firefighting and]"

The deletion is made because all proposed funding will only be used to repay those appropriations from which funds were transferred under Section 102 authority to cover firefighting expenses incurred in 1989.

3. **Addition:** *"for firefighting"*

Clarification is made to indicate that the funding will be used only to repay appropriations which transferred funds for firefighting expenses in 1989, and not to be used to repay any other funding transfers.

4. **Deletion:** [shall remain available until expended]

This deletion corresponds with the additional language cited in 1 above. It is being proposed in order to clarify the intent of Congress. With the insertion of "the following amounts shall remain available until expended", this language becomes redundant.

5. **Deletion:** "[*Provided,* That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors]

Based on public comments received 1987 and 1988 on the proposal to establish procedures for the destruction of healthy, unadoptable animals, the BLM decided in 1988 against any form of destruction of healthy animals. Consequently, the existing BLM policy forbids destruction of healthy animals and thus alleviates the need for this language.

6. **Deletion:** "[*further*] [in fiscal year 1989 all but $742,000 of receipts, and thereafter]"

The statement deleted is in reference only to the receipts in 1989 and does not apply to subsequent years. Beginning in 1990, all applicable fees collected under the General Mining Law Regulations shall be available for program operations.

**Appropriation: Management of Lands and Resources**

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, and performance of other functions, including maintenance of facilities, as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau of Land Management, [$508,462,000] *$504,508,000*, of which *the following amounts shall remain available until expended*: not to exceed [$1,000,000] $1,200,000, to be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(i)), $70,000,000 for [firefighting and] repayment to other appropriations from which funds were transferred *for firefighting* under the authority of section 102 of the Department of the Interior and Related Agencies Appropriations Act, [1988], 1989 and [$23,000,000] $22,969,000 for the Automated Land and Mineral Record System Project [shall remain available until expended *Provided*, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau of Land Management or its contractors]:*Provided [further]*, That [in fiscal year 1989 all but $742,000 of receipts, and thereafter] all receipts from fees established by the Secretary of the Interior for processing of actions relating to the administration of the General Mining Laws shall be available for program operations in Mining Law Administration by the Bureau of Land Management to supplement funds otherwise available to remain available until expended.

16 U.S.C. 594
30 U.S.C. 181 *et seq.*
30 U.S.C. 351-359
43 U.S.C. 2
43 U.S.C. 31(a)
43 U.S.C. 52
43 U.S.C. 315
43 U.S.C. 1181 a,b, d-f
43 U.S.C. 1701 *et seq.*
43 U.S.C. 1901 *et seq.*
78 Stat. 986

*16 U.S.C. 594* provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the Public Lands owned by the United States.

*30 U.S.C. 181 et seq.*, the Mineral Leasing Act of 1920, as amended, provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale reserves.

*30 U.S.C. 351-359*, the Mineral Leasing Act for Acquired Lands, provide for the leasing of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposits.

*43 U.S.C. 2* provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the Public Lands of the United States, or in anywise respecting such Public Lands, and, also, such as relate to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

*43 U.S.C. 31(a)* provides for the classification of the Public Lands and examination of the geological structure, mineral resources, and products of the national domain.

*43 U.S.C. 52* provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the Public Lands; and that he shall transmit general and particular plats of all lands surveyed by him to such officers as he may designate.

*43 U.S.C. 315*, the Taylor Grazing Act of 1934, as amended, provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which, in his opinion, are chiefly valuable for grazing and raising forage crops, to regulate and administer grazing use of the Public Lands, and to improve the public rangelands.

*43 U.S.C. 1181 a, b, d-f* provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

*43 U.S.C. 1701 et seq.*, the Federal Land Policy and Management Act of 1976, provides for Public Lands being retained in Federal ownership; for periodic and systematic inventory of the Public Lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

*43 U.S.C 1901 et seq.*, the Public Rangelands Improvement Act of 1978, provides for the improvement of range conditions on public rangelands, research on wild horse and burro population dynamics, and other range management practices.

*78 Stat. 986* provides for the classification of certain lands administered exclusively by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.

## SUMMARY OF REQUIREMENTS

(dollars in thousands)

### APPROPRIATION: MANAGEMENT OF LANDS AND RESOURCES

| | FTE | Amount | FTE | Amount |
|---|---|---|---|---|
| Appropriation enacted, 1989 | | | 8,316 | 508,462 |
| TRANSFERS | | | | |
| Transfer of Oil Shale from the Coal Program | 0 | (250) | | |
| Transfer of Oil Shale to Other Mineral Resources Management | 0 | 250 | | |
| Transfer for Resource Data Acquisition and Management | | | | |
| Resource Data Acquisition and Management | 6 | 1,215 | | |
| Energy and Minerals Management | (1) | (257) | | |
| Lands and Realty Managment | (1) | (125) | | |
| Renewable Resources Managment | (1) | (412) | | |
| Resource Management Planning | 0 | (33) | | |
| Information and Resource Data Management (Exclusive of Resource Data Acquisition and Management) | (2) | (139) | | |
| Resource Protection and Maintenance | (1) | (249) | | |
| Net transfers | | | 0 | 0 |
| ADJUSTMENTS TO BASE: | | | | |
| Adjustment for January 1989 Pay Increase | 0 | 3,554 | | |
| Adjustments for Fixed Cost | | | | |
| Space Rental (SLUC) | 0 | 103 | | |
| Unemployment Compensation Payments | 0 | 1,710 | | |
| Workers Compensation Payments | 0 | 528 | | |
| FTS Telephone Charges | 0 | 380 | | |
| Commercial Telephone Costs | 0 | 14 | | |
| Departmental Working Capital Fund | 0 | 230 | | |
| Adjustment for PFS Acounting System | 0 | (545) | | |
| Total adjustments to base | | | 0 | 5,974 |
| 1990 Base Budget | | | 8,316 | 514,436 |
| Program changes (Changes to base budget, detailed below) | | | (213) | 1,425 |
| TOTAL REQUIREMENTS (1990 Estimate) | | | 8,103 | 515,861 |

## Summary of Requirements

(dollars in thousands)

| Comparison by activities/ subactivities | 1988 Actual FTE | 1988 Actual Amount | 1989 Enacted to Date FTE | 1989 Enacted to Date Amount | 1990 Base FTE | 1990 Base Amount | 1990 Estimate FTE | 1990 Estimate Amount | Inc/Dec from 1989 FTE | Inc/Dec from 1989 Amount | Inc(+)/Dec(-) from 1990 Base FTE | Inc(+)/Dec(-) from 1990 Base Amount |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| MANAGEMENT OF LANDS AND RESOURCES | | | | | | | | | | | | |
| Energy & Minerals Mgmt. | | | | | | | | | | | | |
| Oil and Gas | 1049 | 46381 | 1039 | 44760 | 1038 | 45126 | 1008 | 42975 | -31 | -1785 | -30 | -2151 |
| Coal | 242 | 13283 | 197 | 9780 | 197 | 9605 | 187 | 8917 | -10 | -863 | -10 | -688 |
| Mining Law Administration | 243 | 10637 | 270 | 11220 | 270 | 11300 | 267 | 11056 | -3 | -164 | -3 | -244 |
| Other Mineral Resources Mgmt | 180 | 9488 | 176 | 8537 | 176 | 8849 | 173 | 8489 | -3 | -48 | -3 | -360 |
| Subtotal | 1714 | 79789 | 1682 | 74297 | 1681 | 74880 | 1635 | 71437 | -47 | -2860 | -46 | -3443 |
| Lands and Realty Management | | | | | | | | | | | | |
| Lands, Realty, and ROW Mgmt | 625 | 25791 | 579 | 23068 | 578 | 23279 | 575 | 22916 | -4 | -152 | -3 | -363 |
| Alaska Lands Program | 267 | 13854 | 280 | 13661 | 280 | 13743 | 255 | 12088 | -25 | -1573 | -25 | -1655 |
| Subtotal | 892 | 39645 | 859 | 36729 | 858 | 37022 | 830 | 35004 | -29 | -1725 | -28 | -2018 |
| Renewable Resources Management | | | | | | | | | | | | |
| Forest Management | 127 | 7219 | 127 | 6685 | 127 | 6725 | 124 | 6549 | -3 | -136 | -3 | -176 |
| Wild Horse & Burro Management | 152 | 15336 | 145 | 14560 | 145 | 14569 | 125 | 12314 | -20 | -2246 | -20 | -2255 |
| Range Management | 771 | 33096 | 800 | 34600 | 799 | 34848 | 769 | 33206 | -31 | -1394 | -30 | -1642 |
| Soil, Water, and Air Management | 237 | 13753 | 262 | 14471 | 262 | 14546 | 231 | 13221 | -31 | -1250 | -31 | -1325 |
| Wildlife Habitat Management | 327 | 18188 | 362 | 19985 | 362 | 20063 | 312 | 16559 | -50 | -3426 | -50 | -3504 |
| Recreation Management | 476 | 23429 | 513 | 25160 | 513 | 25284 | 544 | 26677 | 31 | 1517 | 31 | 1393 |
| Subtotal | 2090 | 111021 | 2209 | 115461 | 2208 | 116035 | 2105 | 108526 | -104 | -6935 | -103 | -7509 |
| Resource Management Planning | 182 | 9349 | 180 | 9289 | 180 | 9370 | 165 | 8626 | -15 | -663 | -15 | -744 |
| Information and Resource Data Management | 416 | 30292 | 519 | 43060 | 523 | 44329 | 523 | 44038 | 4 | 978 | 0 | -291 |
| Resource Protection & Maintenance | | | | | | | | | | | | |
| Fire Management | 132 | 9424 | 135 | 9282 | 135 | 9357 | 138 | 0 | 3 | -9282 | 3 | -9357 |
| Alaska Cadastral Surveys | 151 | 15369 | 150 | 15232 | 150 | 15271 | 110 | 11257 | -40 | -3975 | -40 | -4014 |
| Other States Cadastral Surveys | 279 | 12293 | 282 | 12165 | 281 | 12246 | 266 | 11400 | -16 | -765 | -15 | -846 |
| Resource Prot. and Law Enforcement | 40 | 4008 | 55 | 4257 | 55 | 4245 | 80 | 9801 | 25 | 5544 | 25 | 5556 |
| Facilities Maintenance | 228 | 14384 | 243 | 15791 | 243 | 15824 | 253 | 19146 | 10 | 3355 | 10 | 3322 |
| Hazardous Materials Management | 34 | 5860 | 56 | 12374 | 56 | 12344 | 56 | 12332 | 0 | -42 | 0 | -12 |
| Subtotal | 864 | 61338 | 921 | 69101 | 920 | 69287 | 903 | 63936 | -18 | -5165 | -17 | -5351 |
| Emergency Operations | | | | | | | | | | | | |
| Presuppression & Preparation | 508 | 2392 | 650 | 29000 | 650 | 0 | 650 | 35000 | 0 | 6000 | 0 | 35000 |
| Firefighting | 484 | 75000 | 135 | 40876 | 135 | 72876 | 135 | 56261 | 0 | 15385 | 0 | -16615 |
| Rehabilitation | 35 | 584 | 35 | 3000 | 35 | 0 | 35 | 3000 | 0 | 0 | 0 | 3000 |
| Grasshopper and Mormon Cricket Control | 4 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Subtotal | 1031 | 77976 | 820 | 72876 | 820 | 72876 | 820 | 94261 | 0 | 21385 | 0 | 21385 |
| General Administration | 1079 | 89573 | 1126 | 87649 | 1126 | 90637 | 1122 | 90033 | -4 | 2384 | -4 | -604 |
| TOTAL REQUIREMENTS | 8268 | 498983 | 8316 | 508462 | 8316 | 514436 | 8103 | 515861 | -213 | 7399 | -213 | 1425 |

## Justification of Base Adjustments

## Management of Lands and Resources

| | FTE | ($000) |
|---|---|---|
| **Transfers within Management of Lands and Resources** | | |
| From: Energy and Minerals Management<br>Coal Management ..... | --- | -250 |
| To: Energy and Minerals Management<br>Other Mineral Resources Management..... | ---<br>--- | +250<br>--- |

This base transfer within the appropriation is a result of consolidating all funding responsibilities for the residual oil shale monitoring program in the Other Mineral Resources Management subactivity. This shift is consistent with the new BLM budget structure.

| | | |
|---|---|---|
| **Transfer within Management of Lands and Resources for Resource Data Acquisition and Management** | | |
| From: Energy and Minerals Management ..... | -1 | -257 |
| Lands and Realty Management ..... | -1 | -125 |
| Renewable Resources Management ..... | -1 | -412 |
| Resource Management Planning ..... | --- | -33 |
| Information and Resource Data Management (nor including Resource Data Acquisition and Management) ..... | -2 | -139 |
| Resource Protection and Maintenance ..... | -1 | -249 |
| To: Information and Resource Data Management<br>Resource Data Acquisition and Management ..... | +6<br>--- | +1,215<br>--- |

This base adjustment reflects a consolidation of all funding requirements for Resource Data Acquisition and Management type functions in this subactivity. The base adjustment will cover funding for required FTE levels, and base costs for LIS and remote sensing technical support components. This shift more effectively implements the new BLM budget structure approved in 1989.

| | | |
|---|---|---|
| **Additional cost in 1990 of the 1989 pay increase .....** | --- | +3,554 |

The adjustment is for the additional amount needed in 1990 to cover the one-quarter of a year's cost of the 4.1 percent pay raise effective in January 1989. Of this amount, $3,435,000 is for general schedule pay and $119,000 is for wage board pay. The 1989 cost of $10,663,000, which covered three quarters of the full-year cost of the pay raise and which was fully absorbed as required by P.L. 100-446, included $10,306,000 for general schedule pay and $357,000 for wage board pay;

| | FTE | ($000) |
|---|---|---|

**Impact to 1989 Programs by Absorbing the Pay Raise**

The amount ($10,663,000) absorbed in 1989 for the January, 1989 pay increase results in a reduction in BLM discretionary actions, including such things as deferral of lower priority inventory, case recordation clean-up, land exchange work, and non-patent associated validity determinations. Additionally some lower priority renewable resources project development, maintenance, and planning will be deferred as well as reductions in procurement, travel and training. BLM will reduce the level of temporary positions filled and delay filling some non-critical vacant positions. Consequently, there will be a slowing of some internal work such as personnel actions, as well as reduced technical support for the various automated systems.

**Other increases and/or decreases:**

| | | |
|---|---|---|
| **Rental payments to GSA** ..... | --- | +103 |

The adjustment is for increased costs payable to GSA resulting from higher rates for office and non-office space.

| | | |
|---|---|---|
| **Unemployment Compensation payments** ..... | --- | +1,710 |

The adjustment is for increased costs of unemployment compensation claims to be paid to the Department of Labor, Federal Employees Compensation Account in the Unemployment Trust Fund, pursuant to Public Law 96-499.

| | | |
|---|---|---|
| **Workers Compensation payments** ..... | --- | +528 |

The adjustment is for increased costs for compensation to injured employees to be paid to the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by Public Law 94-273.

| | | |
|---|---|---|
| **Federal Telecommunications System** ..... | --- | +380 |

This adjustment is for higher costs of the Federal Telecommunications System resulting from increased GSA charges.

| | | |
|---|---|---|
| **Commercial telephone costs** ..... | --- | +14 |

The adjustment is for an increase in GSA's common distributable charge. The increase affects only the local telephone service subscribers of the GSA Consolidated Centrex System in the National Capital Region.

| | | |
|---|---|---|
| **Departmental Working Capital Fund** ..... | --- | +230 |

The adjustment is for increased costs assigned to the BLM for administrative services provided on a Department-wide basis.

| | FTE | ($000) |
|---|---|---|
| **FFS accounting system** ..... | --- | -545 |

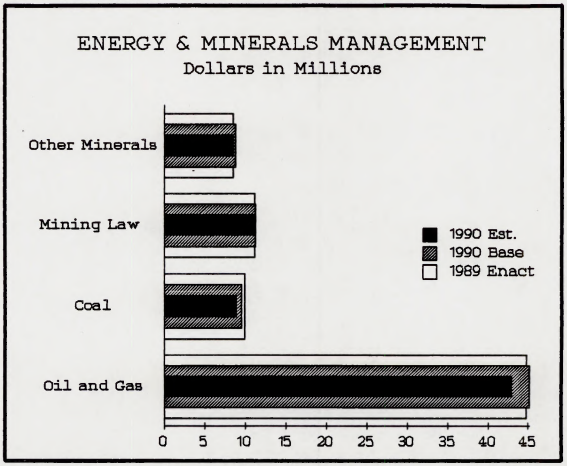
The adjustment is for decreased costs of conversion to the Department's standard accounting system commonly referred to as FFS (Federal Financial System).

| | |
|---|---|
| **Total Base Adjustment, MLR** | +5,974 |

**Activity: Energy and Minerals Management**

*(dollars in thousands)*

| Subactivity | 1988 Actual B.A. | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Oil and Gas | 46,381 | 44,760 | 45,126 | 42,975 | -2,151 |
| Coal Management | 13,283 | 9,780 | 9,605 | 8,917 | -688 |
| Mining Law Admin. | 10,637 | 11,220 | 11,300 | 11,056 | -244 |
| Other Mineral Res. Mgmt. | 9,488 | 8,537 | 8,849 | 8,489 | -360 |
| Total | 79,789 | 74,297 | 74,880 | 71,437 | -3,443 |



## Justification of Program and Performance

**Activity:** Energy and Minerals Management
**Subactivity:** Oil and Gas

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 44,760 | 45,126 | 42,975 | -1,785 | -2,151 |
| FTE | (1,039) | (1,038) | (1,008) | (-31) | (-30) |

### Authorization

30 U.S.C. 181, *et seq.*
P.L. 66-146

The *Mineral Leasing Act of 1920*, as amended, provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain.

30 U.S.C. 351-359

The *Acquired Lands Mineral Leasing Act of 1947* provides for leasing of minerals on acquired lands.

30 U.S.C. 1701
P.L. 97-451

The *Federal Oil and Gas Royalty Management Act of 1982* is a comprehensive law dealing with royalty management on Federal and Indian leases and includes, in addition to its revenue accountability requirements, provisions pertaining to: onshore field operations; inspections; cooperation with the States and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; and reinstatement of onshore leases terminated by operation of law.

30 U.S.C. 226, *et seq.*
P.L. 100-203

The *Federal Onshore Oil and Gas Leasing Reform Act of 1987* establishes a new oil and gas leasing system and changes some operational procedures for onshore Federal lands.

25 U.S.C. 2101-2107
P.L. 97-382

The *Indian Mineral Development Act of 1982* permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which require the Secretary to provide technical advice during negotiation and development, and approval and oversight thereafter.

30 U.S.C. 181, 351
P.L. 98-78

The *Combined Hydrocarbon Leasing Act of 1981* permits the owners of oil and gas leases issued after November 16, 1981, to explore, develop and produce tar sands and authorizes the issuance of combined hydrocarbon leases in specified areas designated by the Department of the Interior on November 20, 1980.

| | |
|---|---|
| 42 U.S.C. 4321, 4331-4335, 4341-4347 | The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal projects which may have a significant effect on the environment. |
| 43 U.S.C. 1711 P.L. 94-579 | The *Federal Land Policy and Management Act of 1976* provides for the preparation and maintenance of inventories of Public Land resource values, section 201(a). |
| 43 U.S.C. 31(a) | The *Act of March 3, 1879,* as amended, provides for the inventory and classification of minerals on Federal lands. |
| 60 Stat. 1099 | Section 402 of *Reorganization Plan No. 3 of 1946* transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands. |
| 25 U.S.C. 396 | The *Act of March 3, 1909,* as amended, provides that all lands allotted to Indians may be leased for mining purposes, as deemed advisable by the Secretary of the Interior, and authorizes the Secretary to carry out the provisions of the Act. This act provides the basic mandate under which BLM supervises operations on Indian Lands. |
| 25 U.S.C. 396(a) | The *Act of May 11, 1938,* provides for equivalent actions in leasing unallotted (tribal) Indian lands. |

Objectives

The major objectives of the oil and gas program are to:

- Make lands available for leasing through proper planning and coordination with other agencies and the public under FLPMA and NEPA, and evaluate specific tracts proposed for transfer;

- Make land available for oil and gas development by timely processing and issuance of leases and by processing, within 30 days of receipt, notices of intent (NOI's) to conduct geophysical exploration and associated rights-of-way actions. Ensuring that applications for permit to drill (APD's) are processed immediately after the conclusion of the 30 day posting period required by law;

- Approve the on-site operations of lessees to ensure that operations are consistent with sound practices for the conservation of the mineral resource and necessary protection of the environment and other resources;

- Review and act on proposals related to oil and gas operations such as unitization, communitization and gas storage agreements;

- Conduct on-site inspections of drilling, production, and abandonment protection operations to ensure environmental protection, safety, conservation of resources, and receipt of proper revenues due to the Federal and State governments, Indian tribes and allottees;

- Conduct drainage detection reviews and analyses on Federal and Indian lands (which may involve requiring operators to drill protective wells and/or to pay compensatory royalty); and monitor diligent development on producing, but not yet fully developed, Indian leases to ensure that appropriate actions on leases and development contracts are occurring in a timely fashion.

**Base program**

The Base funding level for the oil and gas program is $45,126,000 and 1,038 FTE.

The onshore oil and gas program is one of the major mineral leasing programs in the Department. At the end of 1988, there were about 80,000 leases in force on Federal lands covering about 70 million acres, of which about 17,000 leases are in producing status. The program is also responsible for over 12,000 leases on Indian lands (about 4,500 producing) as well as advising Indian tribes and allottees on leasing matters. Revenues generated by Federal oil and gas leases (exclusive of ANWR) are expected to be about $695 million in 1990.

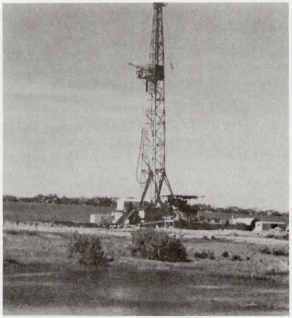
The BLM oil and gas program generates receipts from filing fees, bonuses, rentals and royalty payments. All receipts from leasing (except filing fees) are divided among the Treasury, the Reclamation Fund, and the States in which the leased lands are located. Lease operations, which include approval and inspection functions performed by BLM on all producing Federal and Indian leases, are an important element in ensuring that proper royalty payments are made. A part of this function involves the verification of actual production.

**Leasing Systems and Pre-Lease Workload** - Oil and gas leasing is done under both competitive and noncompetitive procedures. As part of the 1987 Omnibus Budget Reconciliation Act (P.L. 100-203, signed December 22, 1987), Congress enacted the Federal Onshore Oil and Gas Leasing Reform Act of 1987. Final rulemaking to implement the Act became effective in June, 1988. Pursuant to the Leasing Reform Act, all lands available for lease must first be offered for competitive lease prior to becoming available for noncompetitive leasing. BLM offers available land for competitive leasing following a required 45 day posting period. BLM will offer approximately 17,000 parcels on a competitive basis during 1990. If there is no competition meeting the established $2/acre minimum bid, those lands become available for 2 years to be leased on a noncompetitive basis to the first qualified applicant. After 2 years, the lands must again be offered for competitive leasing before becoming available for noncompetitive leasing. Sales are held at least quarterly in various BLM state offices. In 1990, there will be over 30 sales that will result in about 3 million acres leased competitively. Non-competitive leasing will be about 2.4 million acres resulting in a total of approximately 20,000 lease offers with about 3,000 leases being issued.

The major changes in the Leasing Reform Act are: (1) the elimination of the requirement that the BLM establish Known Geologic Structures (KGS), and (2) the elimination of the requirement to evaluate competitive tracts for fair market value. Prior to this Act, lands within a KGS were leased competitively while all lands outside a KGS could be leased only on a noncompetitive basis. Because the Act requires BLM to continue to process applications pending prior to its passage, some KGS work was continued into 1989 with the possibility of additional future work resulting from KGS appeals.

Planning and NEPA compliance and coordination with other agencies are integral parts of the pre-lease workload. BLM intends to strengthen the NEPA analysis of oil and gas leasing through its planning process and to bolster the oil and gas sections of both existing and future resource management plans (RMPs). The BLM will also participate as a cooperating agency on Forest Service planning efforts to ensure compliance with NEPA. The Base funding level includes amendments to 17 existing RMPs to bring them up to the standards required by the BLM planning Supplemental Program Guidance (SPG).

Pre-lease activities include monitoring permits for geophysical exploration, determining the resource value of onshore oil and gas lands to be offered for exchange or conveyance, adjudicating lease offers, lease adjustments, and issuance of leases. Based on the continued interest for these types of actions, BLM expects an increase of approximately 20% over the 1989 level of 1550 notices/permits.



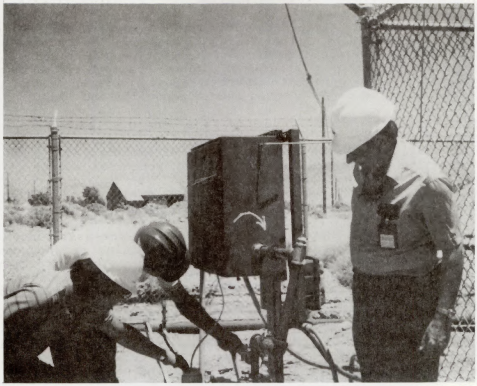
**Drilling for Oil in SW Colorado**

Environmental safeguards are ensured through detailed analysis and followup compliance of operator activities.

Post-Lease Work - While leasing is a discretionary action, post-lease actions are, by and large, mandatory workloads to ensure compliance with the lease terms, to protect other resources present, and to permit the lessee to utilize the rights contained in the lease. Actions associated with issued leases include lease assignments and transfers, unit and communitization agreements, applications for permit to drill, and other operator proposals. Successful exploration increases post-lease workload by requiring review of development plans, performance of periodic inspections, enforcement actions when inspections reveal failure to comply with applicable requirements, and reservoir management, including identification of potential and actual drainage of Federal or Indian oil and gas.

Between 1986 and 1988, most oil and gas operating orders were written or rewritten to provide lessees with clearer operating regulations and the standards they are expected to meet. There was considerable industry involvement in drafting the regulations and orders and a recognition that where Federal procedures differed from normal industry practice, the reason must be clear. Orders numbered 1 through 5 will be in place by the end of 1989.

As a result of the decline in oil prices during 1986, the Bureau took several steps with regard to shutting-in stripper and marginal wells. Instructions were issued to allow lease suspensions for a period not to exceed 1 year on leases with shut-in wells without the operator losing the lease. This policy has been extended and will help to prevent the premature abandonment of oil and gas resources due to price fluctuations.



Inspection and Enforcement Activities

Inspection of meters at wellhead locations ensures that accurate measurement of products are made for subsequent royalty assessment and collection.

To fulfill the Secretary's responsibilities under the Federal Oil and Gas Royalty Management Act (FOGRMA) of 1982 for enforcing regulations governing mineral leasing on Federal and Indian lands, BLM has designed an oil and gas inspection and enforcement strategy. This strategy involves establishing priorities based on the following criteria: potential for significant revenue losses; operator compliance profiles; potential for significant environmental degradation or hazard to public health and safety or to other natural resources such as fresh water or coal; and legal, regulatory or other mandatory requirements for inspection. At least one on-site inspection will be scheduled for each producing lease meeting these priorities during 1990. Inspections will also be scheduled at the request of MMS's royalty management staff.

In addition to production inspections mandated by FOGRMA, the Bureau will conduct drilling, abandonment, and other inspections required by regulations under the mineral leasing acts. These inspections are necessary to ensure that lessees are in compliance with regulations, orders, lease terms and approved plans.

Revised regulations implementing FOGRMA were developed during 1986 and published as final rulemaking in the *Federal Register* on February 20, 1987, with an effective date of April 21, 1987. These regulations, in conjunction with oil and gas orders, provide guidance regarding standards for conduct of operations as well as providing for clear and uniform enforcement which emphasizes correction of major violations.

During 1986 and 1987, BLM took initial steps toward delegating inspection and enforcement activities to State governments as authorized under Section 205 of FOGRMA. Regulations establishing the program were promulgated in 1987.

Section 202 of FOGRMA authorizes the Federal Government to enter into cooperative agreements with Indian Tribes to augment the Federal oil and gas inspector force to increase frequency of inspections. In 1988, BLM had four such agreements in various stages of implementation and offered several training sessions that were attended by Tribal representatives. Additional agreements are expected to be entered into during 1989 and 1990.

The BLM screens approximately 40,000 wells in the U.S. each year to determine whether potential drainage exists. About 4,200 cases are identified as potential drainage situations each year and, ultimately, about 250 may result in a determination of actual drainage. If the potential exists, the BLM must notify the Federal/Indian lessee and request a plan for protecting the lease, or information to support the contention that drainage is not occurring or that an economic well could not be drilled.

In 1988 the Minerals Management Service (MMS), with the assistance and support of the BLM, began to implement the Production Auditing and Accounting System (PAAS) for all producing onshore oil and gas leases. This effort is scheduled to be implemented on a nationwide basis beginning in October, 1989 (the August, 1989 production month). The BLM presently receives production data in an automated form for leases in the administrative states of Colorado, Wyoming, Montana, and Utah. In addition to operators in these states, approximately 13 companies have elected to use the MMS Oil and Gas Operations Report for operations in all states with producing Federal or Indian leases. Receiving production reports in an automated form allows more efficient production verification on the inspections that are conducted.

**Indian Lands** - The BLM Oil and Gas program also includes conducting certain actions on Indian lands. The BLM role prior to lease sale on Indian lands is advisory. While BLM may make recommendations concerning economic and resource evaluation matters, pre-sale activities are carried out almost exclusively by BIA and the Indian Tribes. When requested, BLM provides recommendations on high bid acceptability. BLM's role on Indian lands increases after a lease is issued and exploration, development, and production take place. Post-lease operations are approved and supervised by BLM, usually with full Tribal authority for approval of development and/or notification of noncompliance to the operator. Other determinations (e.g., recommendations concerning lost oil and gas royalties) are normally accepted, but Tribes retain the right to make their own decisions. The BLM conducts diligent development reviews of all producing but not fully developed Indian leases. These reviews entail an analysis of the development and production plans of the operator to ensure that wells are drilled until the lease has been fully developed. Inspection and enforcement work is also conducted by BLM on Indian land leases except where cooperative agreements with Tribes are in place.

**Combined Hydrocarbon Lease Act Activity** - Due to declining industry interest in the development of tar sands, the tar sands leasing program was suspended in its entirety in 1987.

At the base level, the primary tar sands program workload will be the inspection and administration of existing combined hydrocarbon leases. There may also be some procedural workload on a few remaining lease applications and lease administration, which includes adjudication and operational work such as exploration plans, terminations and relinquishments. This is a minor effort which will be conducted as part of the oil and gas program.

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 45,126 | 42,975 | -2,151 |
| FTE | (1,038) | (1,008) | (-30) |

The 1990 estimate is a decrease of $2,151,000 and 30 FTE.

**Leasing Activities (-$1,651,000 and -26 FTE)**

As a result of the Leasing Reform Act of 1987, the BLM no longer has to perform either KGS determinations or economic evaluations. By the start of 1990 this will manifest savings of $1,518,000 and 23 FTE, since the only remaining KGS work will be associated with any appeals of previous KGS decisions. Although the written KGS report is no longer necessary, much of the geology work that would have been done as part of the KGS determination will continue to be required as an integral part of the reservoir management program associated with drainage.

In addition, a decrease of $133,000 and 3 FTE will be achieved by foregoing inventory and mineral supported work associated with land use planning in Alaska. The current lack of interest in leasing Alaskan lands allows BLM to defer most unnecessary consideration of oil and gas resources in land use plans at this time. If interest increases in the future, BLM will prepare a plan amendment. Likewise, the amount of resource evaluation work performed in Alaska wildlife refuges for the Fish and Wildlife Service will decline. During the 1980s considerable work was performed in the Arctic National Wildlife Refuge (ANWR) in support of the Section 1002 study mandated by the Alaska National Interest Lands Conservation Act (ANILCA). By 1990 much of this work will have ended. Oil and gas assessments for other wildlife refuges are to be completed in 1989.

**PAAS Implementation Support (-$500,000 and -4 FTE)**

During 1988 and 1989, BLM assisted the MMS to implement the Production Accounting and Auditing System (PAAS) for all onshore oil and gas leases. This system should be fully functional by the end of 1989. As part of the PAAS implementation, the BLM purchased microcomputers for all inspection offices and developed a software system to use data provided by MMS.

The reduction in workload accomplishments include the impact resulting from the BLM having to absorb increases in Bureauwide fixed costs in 1990.

## Oil and Gas Workload Accomplishments

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Inventory (000's acres) | 480 | 16,600 | 16,600 | 2,300 | -14,300 |
| Plan amendments (# completed) | 11 | 17 | 17 | 17 | --- |
| EIS's (# completed) | 7 | 7 | 6 | 6 | --- |
| Pre-lease notices/permits (# processed) | 1,200 | 2,000 | 2,000 | 2,000 | --- |
| Noncompetitive Leasing 1/ (# leases issued) | 6,071 | 1,800 | 3,000 | 3,000 | --- |
| (applic. processed) 2/ | 10,110 | 9,000 | 9,000 | 20,000 | +11,000 |
| Classifications (# actions) | 375 | 100 | 75 | --- | -75 |
| Competitive leasing (# leases issued) | 2,626 | 6,500 | 6,000 | 6,000 | --- |
| (# parcels offered) | 8,803 | 14,000 | 17,000 | 17,000 | --- |
| Lease adjustments (# processed) | 41,000 | 42,000 | 42,000 | 42,000 | --- |
| Lease operations (# APD's processed) | 2,178 | 2,300 | 2,400 | 2,400 | --- |
| Unitization and Communitization (# actions processed) | 1,850 | 2,000 | 2,000 | 2,000 | --- |
| Drainage reviews (# reviews completed) | 4,200 | 4,200 | 4,200 | 4,200 | --- |
| Inspection and enforcement (# of inspections) | 16,000 | 16,000 | 16,000 | 16,000 | --- |

**Distribution of change by object class**

The object class detail for the proposed decrease of $2,151,000 and 30 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 30 | $900,000 |
| Personnel benefits | | 180,000 |
| Travel and transportation of persons | | 134,000 |
| Transportation of things | | 75,000 |
| Rent, Communications and utilities | | 22,000 |
| Other services | | 300,000 |
| Supplies and other services | | 155,000 |
| Equipment | | 385,000 |
| Total | | $2,151,000 |

1/ The 1988 figure includes leases issued under the Simultaneous Oil and Gas (SOG) program and the Over-The-Counter (OTC) program.

2/ The 1990 increase is a result of an average 2,000 noncompetitive applications being filed after each of the first round sales held under the Oil and Gas Leasing Reform Act.

## Justification of Program and Performance

**Activity:** Energy and Minerals Management
**Subactivity:** Coal Management

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 9,780 | 9,605 | 8,917 | -863 | -688 |
| FTE | (197) | (197) | (187) | (-10) | (-10) |

### Authorization

30 U.S.C. 181, *et seq.*
P.L. 66-146

The *Mineral Leasing Act,* as amended, authorizes leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain. The Act mandates a broad spectrum of coal operations requirements for lease management.

30 U.S.C. 351-359

The *Mineral Leasing Act for Acquired Lands of 1947* expands the requirements of the 1920 Act to include acquired lands.

60 Stat. 1099

Section 402 of *Reorganization Plan No. 3 of 1946,* transferred mineral leasing and operations functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

42 U.S.C. 4321,
4331-4335, 4341-4347

The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal projects having a significant effect on the environment.

43 U.S.C. 1711
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* provides for the preparation and maintenance of an inventory of public land resource values (Section 201(a)).

25 U.S.C. 396

The *Act of March 3, 1909,* as amended, provides that all lands allotted to Indians may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to perform any and all acts and make such rules and regulations as may be necessary to carry out the provisions of the Act. This Act provides the basic mandate for BLM supervision of operations on Allotted Indian lands.

25 U.S.C. 396(a)

The *Act of May 11, 1938,* provides for equivalent actions for the 1909 Act for Tribal Indian lands

| | |
|---|---|
| 30 USC 201, *et seq.*<br>P.L. 94-377 | The *Federal Coal Leasing Amendments Act of 1976* requires competitive leasing of coal on public lands. The Act mandates a broad spectrum of coal operations requirements for lease management. |
| 25 U.S.C. 2101-2107<br>P.L. 97-382 | The *Indian Mineral Development Act of 1982* permits Indian tribes and allottees to enter into Minerals Agreements, other than conventional leases, for the disposition of mineral resources which requires the Secretary to provide technical advice during negotiation and development, approval and oversight thereafter. |
| 30 U.S.C. 21a | The *Mining and Minerals Policy Act of 1970* sets out the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and study of methods for disposal of waste. |

**Objectives**

The objectives of the coal management program are to:

- Meet short term coal needs by expeditiously processing emergency coal lease applications for production maintenance and preventing the bypass of Federal coal.
- Process lease applications for coal outside of designated Federal coal production regions, including those production regions which have been de-certified.
- Continue processing outstanding coal preference right lease applications (PRLAs), except where processing is prohibited by law such as those PRLAs occurring in Wilderness Study Areas.
- Ensure program responsiveness to market conditions by using market analyses to determine the mode of leasing, the establishment of long-range planning schedules and for conducting regional activity planning.
- Continue the use of the Regional Coal Teams and the Federal/State Coal Advisory Board as the forum for coordinating and guiding coal leasing activities.
- Ensure continued collection of resource information from private industry exploration by processing coal exploration licenses and exploration plans.
- Conduct inspection and enforcement and production verification activities on Federal and Indian lands as mandated by various statutes in accordance with applicable regulations, policies, and guidelines. Monitoring for proper royalty and for trespass detection is a part of the inspection and enforcement responsibility.
- Process all coal operations actions (readjustments, royalty reduction and logical mining unit (LMU) applications, cancellations, terminations, assignments and conveyances, relinquishments, modifications, and suspensions) on a timely basis.
- Ensure compliance with legal and regulatory requirements relating to mining plans and to diligent development, continued operation and advance royalties.

- Ensure compliance with lessee-qualification criteria of Section 2(a)(2)(A) of the Mineral Leasing Act.

- Ensure that proper lease, license, and logical mining unit bonds are established in accordance with existing regulations, policies, and guidelines.

- Provide appropriate technical assistance to Indian Tribes and BIA on coal operations responsibilities.

**Base program**

The Base funding level for the coal program is $9,605,000 and 197 FTE.

BLM manages about 33 percent of all coal in the United States and indirectly affects the use of at least an additional 10 percent. As of September 30, 1988, there were 536 Federal coal leases covering 787,907 acres of Federal lands and private lands with Federal subsurface mineral ownership, with an estimated 15.6 billion tons of recoverable reserves. There were 120 producing Federal leases in 1988. Production from those leases amounted to 186.4 million tons and $169 million in Federal royalties.

The BLM Federal Coal Management Program activities are grouped into two categories. These are: (A) Coal Leasing, which involves making decisions to explore for Federal coal or to offer Federal coal for lease sale; and (B) Coal Operations, which includes all actions taken after the issuance of a license or lease, including exploration operations. The leasing program is a discretionary program which follows specific regulatory requirements before the holding of a sale or issuance of a lease. The coal operations program is designed to meet the statutory and regulatory requirements related to active and inactive licenses and leases on Federal and Indian lands. Over the past several years, the emphasis of the Federal Coal Management Program has shifted from coal leasing to coal operations.

**Coal Leasing**

In 1986, following completion of a program review, the Secretary decided to retain the coal leasing program with certain revisions. The 1990 coal leasing program will continue using the revised procedures adopted at that time.

An important component of the 1990 coal leasing program will be the timely processing of lease applications for emergency leasing (for bypass and production maintenance) and some limited leasing outside coal production regions. Other continuing activities will include the issuance of coal exploration licenses and lease modifications.

Due to reduced industry interest in coal leasing in recent years, four of the five Western Regional Coal Teams (RCTs) have voted to de-certify their respective regions for planned lease sale programs and instead rely on the Lease by Application (LBA) process. This leaves only the Powder River region using the regional coal activity planning procedures. Even though the regions have decertified, the RCTs and the Federal/State Coal Advisory Board will still be responsible for the coordination of coal leasing activities and policies. No regional lease sales from any of the five regions are planned for 1990.

As of July 31, 1988, a total of 91 coal preference right lease applications (PRLAs) remain to be processed. In 1990, processing of these remaining PRLAs will be continued in an attempt to complete the necessary work leading to final decisions.

The Department continues to encourage private industry, through the issuance of exploration licenses, to perform drilling to gather additional resource

information. Federally conducted coal drilling is intended to complement data gathering by private industry drilling to "fill-in" locations having information gaps. However, because no new regional leasing tracts have been delineated since 1984 and all drilling on these tracts has been completed, no Federal coal drilling is planned for 1990.

## Coal Operations

Coal operations include all activities which occur on Federal and Indian lands after the issuance of a license or lease, including exploration operations.

Under the coal operations program, BLM is responsible for administering the mineral leasing laws with respect to coal exploration, development and production, as well as inspection and enforcement and production verification, and conservation of the resource. BLM is also responsible for oversight of diligent development, bonding, and resource recovery and protection on federally-owned coal. In addition, BLM is responsible for operations on Indian tribal and allotted lands. The Office of Surface Mining Reclamation and Enforcement (OSMRE) and those State agencies which have been delegated OSMRE's functions are responsible for administering the Surface Mining Control and Reclamation Act of 1977 (SMCRA). However, the BLM will enforce SMCRA in cases of emergency or where a situation presents an imminent danger to the resource or human life.

**Drag-Line in Operation**

Economic development of surface mines requires the use of very large equipment.

There has been a continuing increase in the operations workload as a result of the increasing number of Federal coal leases subject to certain provisions of the Federal Coal Leasing Amendments Act of 1976 (FCLAA) and associated regulations (43 CFR Group 3400). Where intermingled Federal, Indian and private coal ownerships are in the same operation, the workload is significantly increased in order to accomplish the operational requirements of 43 CFR 3480. Since lease readjustments occur on the 20th anniversary of pre-1976 leases, and every 10 years thereafter, the operations workload to

ensure statutory and regulatory compliance continues to increase, even if few new leases are issued. The following table shows the number of leases subject to FCLAA requirements by year. This workload includes activities associated with field verification of compliance with applicable laws, regulations, terms and conditions of approved leases and licenses, plans for exploration and associated reclamation, mining, processing of applications, resource recovery and protection, and abandonment. In 1990, a total of 496 leases will be subject to FCLAA.

FEDERAL LEASE OPERATIONS WORKLOAD

| Year | Leases Issued | Leases Readjusted or Modified | Leases Subject to FCLAA |
|---|---|---|---|
| 1976-86 | 107 | 264 | 369 |
| 1987 | 6 | 30 | 405 |
| 1988 | 1 | 41 | 447 |
| 1989 | 1 1/ | 27 | 475 |
| 1990 | N/A | 21 | 496 |
| 1991 | N/A | 19 | 515 |
| 1992 | N/A | 3 | 518 |

Note: Numbers have been revised to reflect lease relinquishments since 1976.

As part of the base program, annual inspections are conducted on all nonproducing leases. This annual on-the-ground inspection of each lease is required by FCLAA to determine if any unauthorized activities (drilling, exploration, trespass, or production) are occurring. Authorized activities which fall short of actual production (e.g., exploration and baseline environmental work) and occur in compliance with the approved plans are inspected more frequently.

Recoverable reserve estimates are determined or revised, based on analysis of data supplied by the operator/lessee are the commercial quantities established for the purpose of determining diligence. Formations of new LMU's continue and will be processed in 1989 and 1990. All submittals of resource recovery and protection plans (R2P2), required within 3 years of lease issuance or readjustment after enactment of FCLAA, will be processed for approval.

Additional exploration work conducted by lessees in order to define the coal resource and to determine the mining methods and sequence to be used is authorized through the approval of an exploration plan and will be monitored during on-the-ground inspections. Field offices will continue to track actions mandated by statute or required by regulation and policy using the Solid Leasable Minerals System (SLMS). BLM will ensure that the final mining plan properly reflects the statutory requirements of the Mineral Leasing Act, the operations regulations, and the lease terms and conditions while ensuring that the maximum economic recovery will be obtained pursuant to the approved plan of operations.

1/ As of Sept 30, 1988, there were 536 leases in effect.


**Mined Land Reclamation**

Reclamation of a surface mining area occurs simultaneously with the mine development.

For producing leases the base program continues to be, inspection and enforcement activities. This includes quarterly inspections and quarterly production verification on all leases to ensure that all revenues from producing Federal and Indian coal leases are accurately reported, that production is proceeding in accordance with the approved R2P2, the lease terms, and the law and regulations, and that the correct royalty rate is being applied. As a major priority of its inspection and enforcement responsibilities, the BLM will continue the monitoring of coal trespass in an effort to ensure the protection of the federal resource.

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 9,605 | 8,917 | -688 |
| FTE | (197) | (187) | (-10) |

A decrease of $688,000 and 10 FTE is proposed for 1990. This reduction in funding can be accommodated because reduced demand for coal leasing results in

no need to complete land use plan amendments for coal leasing. This should result in fewer exploration licenses/permits being requested and processed (-30) and fewer economic evaluations (-36). In addition, fewer new mine plans and plan modifications will be processed (-30). BLM's inspection and enforcement activities will be maintained at the current levels. These reductions include the impact of the BLM having to abosrb increases in Bureauwide fixed costs in 1990.

Coal Management Workload Accomplishments

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Inventory (000's acres) | 164 | --- | --- | --- | --- |
| Plan amendments (# completed) | 3 | 2 | 1 | --- | -1 |
| EIS's | 2 | 1 | 1 | --- | -1 |
| Activity plans (# completed) | 1 | --- | --- | --- | --- |
| Exploration licenses/ permits (# processed) | 77 | 75 | 70 | 40 | -30 |
| Noncompetitive leases (# PRLA's processed) | 20 | 30 | 30 | 30 | --- |
| Classifications and economic evaluations (# of actions) | 81 | 76 | 76 | 40 | -36 |
| Competitive leasing (# of leases issued) | 6 | 3 | 3 | 2 | -1 |
| Lease adjustments (#) | 636 | 636 | 636 | 700 | +64 |
| Lease operations (# of plans processed) | 3,000 | 3,000 | 3,000 | 2,970 | -30 |
| Inspection and enforcement (# of inspections) | 5,096 | 5,396 | 5,350 | 5,350 | --- |

**Distribution of change by object class**

The object class detail for the proposed decrease of $688,000 and 10 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel Compensation | 10 | $300,000 |
| Personnel Benefits | | 60,000 |
| Travel and Transportation of persons | | 75,000 |
| Other Services | | 128,000 |
| Supplies and Materials | | 45,000 |
| Equipment | | 80,000 |
| Total | | $688,000 |

**Activity: Energy and Minerals Management**
**Subactivity: Mining Law Administration**

*(dollars in thousands)*

| Program Elements | | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|---|
| Mining Law | $ | 11,220 | 11,300 | 11,056 | -164 | -244 |
| Administration | FTE | (270) | (270) | (267) | (-3) | (-3) |
| Reimbursable | $ | [1,500] | [6,500] | [6,500] | [+5,000] | [---] |
| MLA Fees | FTE | [(---)] | [(---)] | [(---)] | [(---)] | [(---)] |
| (Memo entry) | | | | | | |

**Authorization**

43 U.S.C. 1711, 1732, 1744, 1782
P.L. 94-579

*Federal Land Policy and Management Act of 1976,* Section 302(b), authorizes the Secretary, by regulation, or otherwise, to prevent unnecessary or undue degradation of the Public Lands; Section 314 provides for the recordation of mining claims and receipt of evidence of annual assessment work; Section 201(a) provides for the preparation and maintenance of an inventory of public land resource values; and Section 209 provides for exchanges.

43 U.S.C. 31(a)

*The Act of March 3, 1879,* as amended, provides for the inventory and classification of the public lands and examination of the mineral resources and products of the national domain.

30 U.S.C. 22 *et seq.*

The *General Mining Law of 1872,* as amended, provides for the location and patenting of mining claims where a discovery has been made for locatable minerals (e.g., gold, silver, copper, nickel, zinc, lead) on Public Lands in specified States, mostly in the West.

42 U.S.C. 4321, 4331-4335, 4341-4347

*The National Environmental Policy Act of 1969* requires preparation of environmental impact statements for major Federal actions significantly effecting the quality of the human environment, relating to mineral operation activities.

30 U.S.C. 21a

The *Mining and Minerals Policy Act of 1970,* sets out the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and study of methods for disposal of waste.

P.L. 100-446

*The 1989 Department of the Interior and Related Agencies Appropriations Act* provides that all receipts (FY 1989 and outyears) from fees established by the Secretary of the Interior for processing of actions relating to the administration of the General Mining Laws shall be immediately available to the Bureau for program operations.

## Objectives

The major objectives of the Mining Law Administration program are to:

- Review and process mineral patent applications for lands administered by BLM and other Federal agencies;
- Implement the Surface Management Regulations for Public Lands (43 CFR 3802/3809) by processing plans of operation and notices for mineral development;
- Record unpatented mining claims and sites, and process annual filings as required by Section 314 of FLPMA;
- Ensure compliance under 43 CFR 3802 and 3809 by actively inspecting operations and taking enforcement actions as necessary;
- Ensure consideration of critical and strategic minerals in land use planning and the resulting decisions by performing mineral resource assessments;
- Determine valid existing rights in existing wilderness areas under BLM administration, and review and process other agency valid existing rights determinations; and
- Abate mineral trespass by performing validity examinations on operations that appear to be mining common variety minerals on mining claims.

## Base program

The base funding level for mining law administration is $11,300,000 and 270 FTE.

Under this program, BLM administers the provisions of the General Mining Law of 1872, as amended, and the pertinent provisions of FLPMA relating to surface management and mining claim recordation. The Bureau determines the validity of unpatented mining claims; issues mineral patents; initiates contest actions; prepares mineral potential reports; administers surface management regulations; and records mining claims and annual filings. This program also includes geologic and mineral resource assessments for multiple use management. These program components are described in more detail below.

- **Mining Claim Recordation** - Under Section 314 of FLPMA, the Bureau has recorded a total of 2.4 million mining claims and mill sites and processes about one million annual filings each year for Public Lands and other Federal lands.
- **Surface Management on Unpatented Mining Claims** - Under Sections 302(b) and 603 of FLPMA, BLM administers surface management regulations (43 CFR 3802/3809) designed to prevent undue or unnecessary degradation of the Public Lands resulting from operations conducted under the mining laws. For all operations other than "casual use," regulations require that either a "plan of operations" or a "notice," depending on the size of the area of disturbance, be filed with BLM. In designated sensitive areas, including wilderness study areas, a plan of operations is required for all surface disturbing operations except casual use, to ensure proper site reclamation and to prevent impairment of wilderness values.

BLM has 30 days to review and approve a plan of operation and 15 days to review a notice. Notices do not require BLM's approval. Their purpose is to alert BLM of allowable surface disturbing activity of less than five acres. Field examinations, resource assessments and environmental analyses are required prior to the approval of plans. Validity examinations of mining claims in designated wilderness areas are required prior to approving plans of operations.

- **Compliance** - Each plan of operation authorized under 43 CFR 3802/3809 requires periodic follow-up on the ground to ensure that the operation is in conformance with the approved plan of operations. Operations proceeding under a notice filed under 43 CFR 3809 require periodic follow-up to ensure that unnecessary or undue degradation is not occurring and that reclamation is being performed. Compliance action is required by Sections 302(b) and 603(c) of FLPMA.

- **Environmental Statements** - Two environmental impact statements are anticipated--one in Idaho (to be initiated in 1989 and continued into 1990) and one in Nevada (to be initiated in 1990). Both EISs will address open pit cyanide heap leach mining operations. The cost for both projects in 1990 is estimated to be about $1,000,000, which is included in the base funding level.

- **Validity Determinations** - When conditions warrant, the BLM conducts a mineral examination to determine whether an unpatented mining claim meets all requirements for a discovery under the mining laws. Processing of other agency validity reports and contest actions will be done for wilderness area valid existing rights determinations and other mining law actions.

- **Processing Patent Applications** - When a mining claimant believes he has discovered a valuable mineral deposit, he may apply for patent to obtain the title to the claim. Processing this application involves: (1) **Adjudication** to ensure that the patent application is complete, and (2) **Field mineral examination** to ensure that on-the-ground evidence supports the application and provides information needed to either issue a patent or initiate contest proceedings to determine the mining claims validity. In some instances, the processing of mining claim patent applications and mining claim validity determinations can become complex and costly proceedings involving both extensive legal interpretations and technical evaluation of economics, mining techniques and mineral resource values. Such proceedings may take several years to complete.

**Reimbursable Mining Law Administration Fees**

The 1989 Department of the Interior and Related Agencies Appropriations Act provided that the increased revenues from BLM's revised fee structure for mining claim recordation (MCR) and mineral patent processing be made immediately available to the BLM as reimbursable funds for operational expenses. These additional funds, estimated at $1.5 million at the 1989 level and $6.5 million at the 1990 level, will be directed primarily toward MCR and mineral patent processing to augment other appropriated funds used for these activities. This funding will increase the BLM's capability to manage all aspects of the mining law program throughout the United States. These revenues will provide for additional contracting capability, and will provide for an increased level of accomplishment in the mining law program. Although no additional FTE is proposed in 1990, an additional 17 FTE has been provided in 1989 in anticipation of the increased reimbursable funding and workload accomplishments. These additional accomplishments are included in the accompanying program workload accomplishment table.

Where feasible, contractual agreements to handle mining claim recordation activities, as well as contractual agreements with mining/reclamation agencies in those states which have existing cooperative agreements with BLM, will provide for completing a portion of the mining claim recordation workload and for conducting many of the total 11,500 compliance inspections of new and existing plans and notices to be accomplished in 1990. The compliance inspections ensure that the 43 CFR 3802/3809 regulations and plans of operations are being properly followed at the actual on-the-ground mining sites. This will result in an additional 6,500 compliance inspections being completed.

In mining claim recordation, additional actions will be processed by the Bureau, including 275,000 land status determinations, 10,000 transfers of interest, and 2,000 amendments to existing location documents. An additional 250 valid existing rights determinations (validity examinations) will be completed including 135 in wilderness areas, 20 additional common varieties determinations, and 45 additional occupancy trespass determinations.

Validity examinations and contests will be conducted in wilderness study areas prior to approval of plans of operations as required by 43 CFR 8560.4-6(j).

The increasing number of mineral patent applications being received will be accommodated by processing an additional 40 mineral patent applications.

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 11,300 | 11,056 | -244 |
| FTE | (270) | (267) | (-3) |

A decrease of $244,000 and 3 FTE is proposed for 1990. It can be accomplished by deferral of 50 low priority non-patent validity examinations in wilderness areas and in other locations on the Public Lands. This decrease includes the impact of BLM having to absorb increases in Bureauwide fixed costs in 1990.

**Mining Law Administration Workload Accomplishments**

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Inventory (000's acres) | --- | 700 | 500 | 500 | --- |
| Environmental Statements (# completed) | --- | 4 | 1 | 1 | --- |
| Mineral patent applications (# processed) | 155 | 150 | 160 | 200 | +40 1/ |
| Validity examinations (claims completed) | 685 | 650 | 650 | 600 | -50 |
| Surface management (# plans/notices reviewed) | 2,454 | 2,550 | 2,600 | 2,600 | --- |
| New mining claims recorded (# per year) | 182,543 | 170,000 | 170,000 | 170,000 | --- |
| Annual filings (# processed) | 950,000 | 1,000,000 | 1,000,000 | 1,000,000 | --- |
| Compliance (# plans/notices monitored) | 5,193 | 5,000 | 5,000 | 11,500 | +6,500 1/ |

1/ is a result of the reimbursable MLA Fees

**Distribution of Change By Object Class**

The object class detail for the proposed decrease of $244,000 and 3 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel Compensation | 3 | $ 90,000 |
| Personnel Benefits | | 18,000 |
| Travel and Transportation of Persons | | 15,000 |
| Transportation of Things | | 17,000 |
| Rent, Communications, and Utilities | | 5,000 |
| Printing and Reproduction | | 10,000 |
| Other Services | | 48,000 |
| Supplies and Materials | | 31,000 |
| Equipment | | 10,000 |
| Total | | $244,000 |

## Justification of Program and Performance

**Activity:** Energy and Minerals Management
**Subactivity:** Other Mineral Resources

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 8,537 | 8,849 | 8,489 | -48 | -360 |
| FTE | (176) | (176) | (173) | (-3) | (-3) |

### Authorization

43 U.S.C. 1711, 1732, 1744, 1782
P. L. 94-579

The *Federal Land Policy and Management Act of 1976* Section 302(b), authorizes the Secretary, by regulation, to prevent unnecessary or undue degradation of the Public Lands; Section 201(a) provides for the preparation and maintenance of an inventory of public land resource values; and Section 209 provides for exchanges.

60 Stat. 1099

*Section 402 of Reorganization Plan No. 3 of 1946* transferred responsibility for authorizing prospecting, development, and use of mineral resources from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

30 U.S.C. 601-604 *et seq.*

*The Materials Act of 1947*, as amended, provides for the sale of common variety materials for personal, commercial or industrial uses and for free use for local, state, and Federal governmental entities.

43 U.S.C. 31(a)

The *Act of March 3, 1879*, as amended, provides for the inventory and classification of the public lands and examination of the mineral resources and products of the national domain.

30 U.S.C. 22 *et seq.*

The *General Mining Law of 1872*, as amended, provides for the location and patenting of mining claims where a discovery has been made for locatable minerals (e.g., gold, silver, copper, nickel, zinc, lead and the like) on Public Lands in specified States, mostly in the West.

42 U.S.C. 4321, 4331-4335, 4341-4347

The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for major Federal actions significantly effecting the quality of the human environment, relating to leasing and operations activities.

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| 30 U.S.C. 21a | The *Mining and Minerals Policy Act of 1970*, sets out the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and the study of methods for disposal of waste and reclamation. |
| 30 U.S.C. 181 *et seq.* | The *Mineral Leasing Act*, as amended, authorizes leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain. The Act contains requirements for the operations responsibility of lease management. |
| 30 U.S.C. 351-359 | The *Mineral Leasing Act for Acquired Lands of 1947* expands the requirements of the 1920 Act to include acquired lands. |
| 43 U.S.C. 31(a) | The *Act of March 3, 1879*, as amended, provides for the inventory, classification and examination of the geologic structure, mineral resources, and products of the national domain. |
| 25 U.S.C 396 | The *Act of March 3, 1909*, as amended, provides that all lands allotted to Indians may be leased for mining purposes as deemed advisable by the Secretary of the Interior and authorizes the Secretary to perform any and all acts and make such rules and regulations as may be necessary to carry out the provisions of the Act. This act provides the basic statutory mandate under which BLM supervises activities on Indian lands. |
| 25 U.S.C. 396(a) | The *Act of May 11, 1938*, provides for equivalent actions of the 1909 Act for unallotted (tribal) Indian lands. |
| 25 U.S.C 2101-2107 | The *Indian Mineral Development Act of 1982* permits Indian tribes and allottees to enter into agreements other than conventional leases for the disposition of mineral resources which requires the Secretary, through BLM, to provide technical advice during negotiation and development, approval and oversight thereafter. |
| 30 U.S.C. 1701 | The *Federal Oil and Gas Royalty Management Act of 1982* is a comprehensive law dealing with royalty management on OCS leases as well as onshore Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters and purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and non-energy leasable minerals. |
| 30 U.S.C. 1001<br>P.L. 91-581 | The *Geothermal Steam Act of 1970*, authorizes the Secretary to issue leases for the development of geothermal resources. |

P. L. 100-443
102 Stat. 1766
(Not Yet Codified)

The *Geothermal Steam Act Amendments of 1988* lists significant thermal features within the National Park System requiring protection, provides for lease extensions and continuation of leases beyond their primary terms, and requires periodic review of cooperative or unit plans of development.

**Objectives**

The Other Mineral Resources program includes management of mineral materials, non-energy leasable minerals, geothermal, uranium and oil shale resources.

The objectives of this program are to:

- Ensure the availability of and meet the demand for certain mineral resources from the Public Lands and other jurisdictional lands while protecting associated environmental values.

- Ensure compliance with the Federal and Indian mineral leasing laws, and the Materials Act of 1947, through implementation of regulations contained in 43 CFR 3200, 43 CFR 3500, 43 CFR 3600 and 25 CFR 216.

- Ensure judicious use of public resources by preparing and reviewing mineral classifications of Known Leasing Areas (KLA) and Known Geothermal Resource Areas (KGRA), geologic reports, economic evaluations, and by providing resource assessment data to support land-use planning and environmental analysis, disposal and leasing-related actions.

- Issue appropriate authorizations (permits, contracts, leases, and licenses), including preparation of appropriate environmental documentation, for extraction of mineral resources from Public Lands, and, under specific authorities, from Acquired Lands.

- Complete all other operations actions (readjustments, renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions) on a timely basis.

- Ensure that lease, permits and contract bonds are established.

- Conduct a nationally uniform inspection and enforcement activity (including production verification) of industry operations to ensure lessee compliance with terms of the authorization and to assure that proper payments are made.

- Investigate unauthorized use of mineral materials and take appropriate action when trespass occurs.

- Continue cooperative hydrologic monitoring programs on two suspended prototype oil shale lease tracts with the State of Colorado.

- Collect necessary data for implementation of Congressionally authorized exchanges of U-a and U-b oil shale lease tracts with the State of Utah.

- Ensure that mine abandonment and reclamation activities are conducted in accordance with applicable statutes, regulations, and requirements, including guidance (for uranium) from the International Atomic Energy Agency.

- Provide technical assistance to Indian tribes, native (Indian) allottees, and the BIA, in the review of mining operations responsibilities.

**Base program**

The Base funding level for the Other Mineral Resources program is $8,849,000 and 176 FTE.

This program provides for activities dealing with the management of mineral materials, geothermal resources, oil shale, uranium, and non-energy leasable minerals such as potash, phosphate, and sodium. Approximately the following amounts are expended on each of these components: geothermal - $1,600,000, mineral materials - $2,420,000, non-energy mineral leasing - $3,950,000, uranium operations - $619,000, and oil shale - $260,000.

Sixty percent of the known or prospective geothermal resource areas of the United States are located on Federal lands. There are currently 764 Federal geothermal leases in effect covering slightly more than 1.3 million acres. Total electrical generation capacity from Federal leases has grown considerably since production commenced in 1980. Current capacity is 934.3 megawatts which is sufficient to meet the needs of over 900,000 people. New power plants continue to be developed on Federal land; several more are expected to be under construction in 1990.

The Public Lands provide an important source of building stone, sand, gravel, and common borrow, which are used for construction work and energy and other industrial development. The Materials Act of 1947, as amended, authorizes the BLM to dispose of mineral materials by sale to the public, and at no charge to qualified governmental entities for use in highway and other public projects. In excess of 7 million cubic yards of sand, gravel, pumice, stone, and clay were produced from the Public Lands in 1988. In 1988 the BLM issued more than 1,000 contracts and permits for mineral materials valued at close to $8,000,000.

The Mineral Leasing Act of 1920 and the Mineral Leasing Act for Acquired Lands of 1947 provide that phosphate, potassium, sodium, sulfur, and other minerals (the non-energy leasable minerals) from Public Lands and acquired lands respectively are to be leased rather than located under the General Mining Laws. These mineral resources are managed by the BLM in 24 states. These Acts also provide a statutory mandate for operational activities related to these leased or sold commodities.

The following table shows the number of leases and prospecting permits for key mineral commodities in the non-energy minerals program in effect as of July 30, 1988.

Number of Non-energy Mineral Leases and Prospecting Permits
(As of July 30, 1988)

| Commodity | Number of Leases | Number Of Prospecting Permits |
|---|---|---|
| Phosphate | 136 | 6 |
| Sodium | 107 | 2 |
| Potassium | 213 | 6 |
| Sulphur | 0 | 30 |
| Gilsonite | 12 | 0 |
| Lead/Zinc | 37 | 21 |
| Copper | 3 | 47 |
| Gold | 2 | 28 |
| Other 1/ | 34 | 65 |
| TOTAL | 544 | 205 |

1/ Includes amethyst, asphalt, barite, bentonite, clay, feldspar, fluorspar, garnet, gypsum, iron ore, limestone, molybdenum, olivine, quartz, quartz crystals, sand and gravel, silica, silver, uranium, and wavelite.

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Source: BLM Solid Leasable Minerals System (SLMS)

Uranium leasing operations, currently managed by BLM are primarily located on Indian lands in New Mexico and Washington. BLM's emphasis in 1990 will focus on reclamation of abandoned and existing sites.

No oil shale leases are planned to be issued in 1990.

Use Authorization and Leasing - The leasing/permitting program is a discretionary program with specific regulatory requirements which must be met prior to the issuance of a lease, permit or contract. The Bureau of Indian Affairs is the leasing and record keeping authority on Indian Lands.

BLM is responsible for performing minerals resource assessments, and classifications in support of leasing geothermal and non-energy minerals on Public Lands, National Forest lands and other lands in which the Federal Government owns part or all of the mineral estate and the lands are open to leasing. This information is incorporated into the BLM planning process. The BLM also completes assessments and appraisals prior to disposal of mineral materials from the public lands.

The BLM also issues appropriate authorizations (permits, contracts, leases, and licenses) for development of these mineral resources, and performs all other needed actions (readjustments/renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions). This includes ensuring compliance with lessee qualification criteria of section 2(a)(2)(A) of the Mineral Leasing Act, the Materials Act, and the National Environmental Policy Act. The BLM continues to exercise special care and to cooperate closely with other agencies when considering leasing in areas near but not in "Significant Thermal Features" listed in Section 115 of the Department of the Interior and Related Agencies Appropriations Act for 1987, and the Geothermal Steam Amendments Act of 1988.

Geothermal and non-energy mineral leasing is done under both competitive and noncompetitive procedures. Lands classified as Known Leasing Areas (KLAs) and Known Geothermal Resource Areas (KGRA's) are leased competitively. Noncompetitive geothermal leases are issued to the first qualified applicant for available land not designated as a KGRA. For non-energy minerals preference right leases are issued noncompetitively. Demand for uranium leasing on acquired or Indian lands is currently low.

Mineral materials found on the Public Lands are sold both competitively and non-competitively; and free-use disposals are made to Federal, state and local governmental units for public projects.

**Operations** - Operations includes all activities which occur after the issuance of an authorization (i.e. licenses, permits, contracts, and leases). The operations program is designed to meet the statutory and regulatory requirements related to both active and inactive authorizations.

BLM reviews, approves, and monitors industry operations related to exploration, development and production of these mineral resources. Prior to the commencement of full-scale mining or drilling operations, the operators/lessees may conduct additional exploration in order to clearly define the resource and to determine the mining and development methods and sequence to be used. For non-energy minerals and geothermal resources, exploration is authorized through the approval of an exploration plan. A letter of authorization is required from BLM prior to exploration for mineral materials.

When development and production are initiated, BLM's responsibilities include review and approval of all proposed exploration, development, production, and utilization plans, and inspections of all operations to ensure compliance with all conservation and environmental standards. Stipulations covering minimum safety standards, environmental protection, and site reclamation are included in the leases, licenses, permits, and contracts. The Bureau ensures that lease and contract bonds are established, and revised as necessary, to properly reflect regulations, policies, and guidelines as well as environmental protection.

For non-energy leasable minerals, prior to final mine plan approval, the BLM coordinates with the Minerals Management Service (MMS) for royalty collection. For geothermal leases, a procedure similar to the oil and gas first production notice allows the MMS time to establish a royalty account.

The continued development of existing geothermal leases in producing areas, especially California and Nevada, remains strong. New wells are being drilled and additional power plants are projected to come on line in 1990 and 1991. This activity provides a continuous workload in lease operations. Anticipated lease extensions resulting from the new provisions of the Geothermal Steam Amendments Act of 1988 will contribute to increased operations workloads in future years.

Moreover, the new Act mandates protection of significant thermal features which involve in-depth geologic analysis of the geothermal resource, and significant levels of interagency coordination with the National Park Service, the Geological Survey and other agencies. This, together with increased NEPA analysis and procedures will sustain the normal operations workload in the geothermal program. The workload in non-energy minerals is expected to remain level with the greatest emphasis on the production verification and inspection and enforcement aspects of the program.

**Inspection and Enforcement and Production Verification** - The Secretary, in the Federal Oil and Gas Royalty Management Act (FOGRMA) Section 303 Report, committed BLM to an expanded role in inspection and enforcement and production verification. For producing non-energy and uranium leases, licenses, and permits, inspection and enforcement actions including production verification are conducted at least quarterly to ensure that all revenues from producing Federal and Indian mining operations are accurately reported, that production is proceeding in accordance with the approved mine plan, and the correct royalty rate is being applied. Annual on-the-ground inspections of non-producing leases, licenses, contracts, and permits are required.

Mineral material permits and contracts are inspected on a regular basis to verify production and evaluate compliance with NEPA and other requirements. When routine compliance inspections; or other information, indicates the unauthorized removal of mineral materials, the BLM will investigate the alleged minerals trespass and take the necessary actions to resolve these cases.

Production and Royalties from Non-Energy Mineral leases are as follows:

**1987 Non-Energy Mineral Production and Royalties From Leasing 1/**

| Commodity | Production (Tons) | Federal Royalties |
|---|---|---|
| Phosphate | 4,290,000 | $ 3,200,000 |
| Potassium | 1,860,000 | 3,040,000 |
| Sodium | 3,600,000 | 12,200,000 |
| Sulfur | --- | --- |
| Lead/Zinc | 345,000 | 5,320,000 |
| Other 2/ | --- 3/ | 2,620,000 |
| Total | 10,095,000 | $26,380,000 |

In 1974 four prototype oil shale leases, two in Colorado and two in Utah were issued. The two leases in Utah were relinquished in 1986. The inactive mine, the remaining mine-related structures and the land surface within the Utah leases are now managed by the BLM. The two leases in Colorado are both in suspension. These two leases are being monitored for the potential impact on the ground water in the area. Advance royalty payments are not required while the leases are in suspension. A base adjustment in 1990 consolidates funding for monitoring of oil shale lease operations in this subactivity.

1/ Mineral Revenues 1987 Report of Minerals Management Service, U.S. Department of the Interior.

2/ Includes amethyst, asphalt, barite, bentonite, clay, copper, feldspar, fluorspar, garnet, gilsonite, gold, gypsum, iron ore, limestone, molybdenum, olivine, quartz, quartz crystals, sand and gravel, silica, silver, uranium, and wavelite.

3/ Production by commodity varies widely

**Reclamation** - The Bureau will conduct necessary field inspections to ensure proper compliance with permit, contract, and lease requirements for appropriate reclamation of areas disturbed by exploration and development activities on Federal and Indian lands.

**Decrease From 1990 Base**

(dollars in thousands)

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 8,849 | 8,489 | -360 |
| FTE | (176) | (173) | (-3) |

The decrease of $360,000 and 3 FTE results from these actions as follows: (1) postponement of most work associated with the exchange of relinquished oil shale leases with the State of Utah (-$120,000) until the State completes final selection of tracts to be offered in the exchange; (2) Private sector monitoring of two Colorado oil shale leases, pursuant to a Lease Suspension Agreement will be used to evaluate potentially harmful chemical seepage from a flooded shaft where retort occurred previously; Reliance on the companies involved for continued monitoring permits the additional reduction in this program (-$140,000). (3) An expected reduced level of activity in the non-energy leasing workload (-$100,000). These reductions in accomplishments include a reflection of the impact of BLM having to absorb increases in Bureauwide fixed costs in 1990.

Shifts in the program reflect a small increase in expected competitive leasing in non-energy minerals with increases in the number of classifications and competitive lease sales. However, this increased workload in those areas where KLAs have been identified is more than offset by an expected decrease in workload related to noncompetitive leasing, including lease issuance and lease adjustments for non-energy minerals leased on Federal lands due to continued poor market conditions in some mineral commodity sectors.

The workload accomplishments in this program may, in some instances, appear slightly reduced from previous years. This apparent reduction reflects tightened reporting requirements which ensure that only completed actions are reported.

## Other Mineral Resources Workload Accomplishments

The planned workload accomplishments for 1988, 1989 and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| **Geothermal** | | | | | |
| Pre-lease notices/permits (#) | 25 | 25 | 25 | 25 | --- |
| Noncompetitive lease applications (# processed) | 100 | 20 | 20 | 20 | --- |
| Competitive leases (# offered) | 40 | --- | --- | --- | --- |
| Lease adjustments (# processed) | 100 | 20 | 20 | 20 | --- |
| Lease operations 1/ (# actions) | 140 | 140 | 140 | 140 | --- |
| Utilization licenses (# processed) | 7 | 7 | 7 | 7 | --- |
| Inspection and enforcement (# inspections) | 600 | 400 | 400 | 400 | --- |

1/ Includes well applications, processed including temperature gradient holes

| | | | | | |
|---|---|---|---|---|---|
| **Mineral Materials** | | | | | |
| Nonexclusive use site designations (# completed) | 67 | 69 | 69 | 72 | +3 |
| Materials sales/permits (# processed) | 2,538 | 2,459 | 2,400 | 2,400 | --- |
| Trespass (# cases completed) | 30 | 35 | 35 | 35 | --- |
| **Non-Energy Minerals** | | | | | |
| Pre-lease notices/prospecting permits (# processed) | 96 | 277 | 277 | 277 | --- |
| Noncompetitive leasing (# processed) | 79 | 47 | 47 | 41 | -6 |
| Classifications and economic evaluation (# of actions) | 69 | 83 | 83 | 86 | +3 |
| Competitive Leasing (# of sales) | 9 | 6 | 6 | 7 | +1 |
| Lease adjustments (# of adjustments) | 149 | 86 | 86 | 74 | -12 |
| Lease operations (# plans processed) | 35 | 54 | 54 | 58 | +4 |
| Inspection and enforcement (# of inspections) | 1,973 | 1,973 | 1,973 | 1,973 | --- |
| **Uranium Operations 1/** | | | | | |
| Pre-lease notices/prospecting permits (# processed) | 5 | 5 | 5 | 5 | --- |
| Lease Adjustments (# processed) | 9 | --- | --- | 2 | +2 |
| Noncompetitive leasing (# processed) | 4 | 1 | 1 | 1 | --- |
| Lease operations (# plans processed) | 10 | 11 | 11 | 9 | -2 |

1/ All workload measures are associated with uranium operations on Indian lands.

**Distribution of Change By Object Class**

The object class detail for the decrease of $360,000 and 3 FTE is as follows:

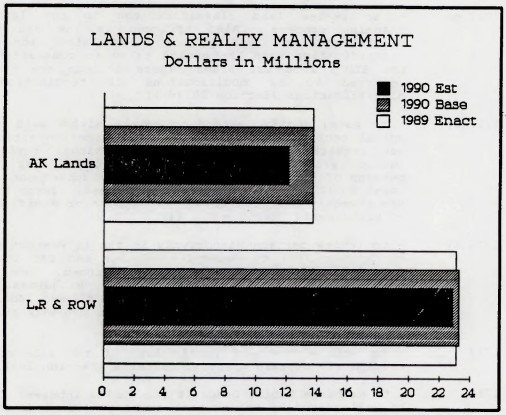
| | FTE | Amount |
|---|---|---|
| Personnel Compensation | 3 | $ 90,000 |
| Personnel Benefits | | 18,000 |
| Travel and Transportation of persons | | 24,000 |
| Transportation of Things | | 10,000 |
| Rents, Communications, and Utilities | | 12,000 |
| Printing and Reproduction | | 3,000 |
| Other Services | | 183,000 |
| Supplies and Materials | | 10,000 |
| Equipment | | 10,000 |
| Total | | $360,000 |

## Activity Summary

**Activity: Lands and Realty Management**

*(dollars in thousands)*

| Subactivity | 1988 Actual B.A. | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Lands, Realty and ROW Management | 25,791 | 23,068 | 23,279 | 22,916 | -363 |
| Alaska Lands | 13,854 | 13,661 | 13,743 | 12,088 | -1,655 |
| Total | 39,645 | 36,729 | 37,022 | 35,004 | -2,018 |



Activity: Lands and Realty Management
Subactivity: Lands, Realty and Rights-of-Way Management

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 23,068 | 23,279 | 22,916 | -152 | -363 |
| FTE | (579) | (578) | (575) | (-4) | (-3) |

Authorization

The *Federal Land Policy and Management Act (FLPMA) of 1976* authorizes the Secretary:

43 U.S.C. 1711 - to prepare and maintain inventories of all Public Lands (Section 201);

43 U.S.C. 1712(d) - to review land classifications in the land use planning process. Also affirmed is the Secretary's discretion to modify or terminate any such classification when the action taken is consistent with the BLM's land use plans. These actions are commonly referred to as modifications or terminations of classifications (Section 202(d));

43 U.S.C. 1714(a) - to make, modify, extend or revoke withdrawals in the normal course of business. These revocation actions do not require Presidential or congressional review and include withdrawals sought to be revoked prior to the passage of FLPMA 204(l) or to permit a subsequent action taken in the ordinary course of business. These actions are commonly referred to as revocations or modifications of withdrawals (Section 204 (a));

43 U.S.C. 1714(l) - to review certain withdrawals in the 11 Western States by October 1991 to determine whether and for how long existing withdrawals should be continued. Under this authority, the Secretary may terminate withdrawals only upon recommendation of the President and following review by Congress. These actions are commonly referred to as withdrawal reviews (Section 2041);

43 U.S.C. 1713 - to sell a tract of Public Land if the sale of such tract meets certain disposal criteria (Section 203);

43 U.S.C. 1715, 1716 - to exchange Public Lands if the public interest will be well-served by making that exchange (Sections 205 and 206);

43 U.S.C. 1719 - to convey Federally owned mineral interests to the surface owner (Section 209);

| | |
|---|---|
| 43 U.S.C. 1721 | - to convey omitted Public Lands to a qualified occupant if it is in the public interest to do so (Section 211); |
| 43 U.S.C. 1732 | - to manage the use, occupancy, and development of the Public Lands through leases and permits (Section 302); |
| 43 U.S.C. 1733, 1740 | - to protect and manage Public Lands against willful and knowing violation of regulations, including trespass (Sections 303 and 310); and |
| 43 U.S.C. 1761-1771 | - to determine suitability of Public Lands for rights-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each rights-of-way (Sections 501 through 511). |
| 30 U.S.C. 185 | *Section 28 of the Mineral Leasing Act (MLA) of 1920,* as amended, authorizes the Secretary to determine suitability of Public Lands for oil and gas pipeline rights-of-way. |
| 43 U.S.C. 321-323 | The *Desert Land Act of 1877* provides for authority to reclaim arid and semi-arid Public Lands of the Western States through individual effort and private capital. |
| 43 U.S.C. 315 | The *Taylor Grazing Act of 1934* authorizes the Secretary to classify lands within grazing districts or withdrawn or reserved by Executive Orders 6910 and 6964, and to open lands as appropriate to entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands is not permitted before classification and opening. |
| 43 U.S.C. 1601, *et seq* | The *Alaska Native Claims Settlement Act of 1971* authorizes and directs the Secretary to withdraw, to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification and to convey approximately 44 million acres to Alaska Native Corporations. |
| 49 U.S.C. App. 211-213 | The *Act of May 24, 1928,* as amended, authorizes the Secretary to lease contiguous unreserved and unappropriated Public Lands (not to exceed 2,560 acres) for a public airport. |
| 43 U.S.C. 687b | The *Act of August 30, 1949,* as amended, authorizes the Secretary to dispose of Public Lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes. |
| 16 U.S.C. 1277 | *Section 6(d) of the Wild and Scenic Rivers Act,* as amended, authorizes the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any Federally administered component of the National Wild and Scenic Rivers System. |

| | |
|---|---|
| 49 U.S.C. 2215<br>P.L. 97-248 | *Section 516 of the Airport and Airway Improvement Act of 1982* authorizes conveyance of lands to public agencies for use as airports and airways. |
| 43 U.S.C. 4321,<br>4331-4335, 4341-4347 | The *National Environmental Policy Act of 1969* requires the preparation of environmental impact statements for federal projects that may have a significant effect on the environment. |
| 16 U.S.C. 460y<br>P.L. 91-476 | The *King Range Act of 1970* authorizes the acquisition and exchange of lands in the King Range National Conservation Area. |
| 94 Stat. 3381 | *Public Law 96-586 (Burton-Santini Act)* authorizes and directs the Secretary to sell not more than 700 acres of Public Lands per calendar year in and around Las Vegas, Nevada, the proceeds which are to be used to acquire environmentally sensitive lands in the Lake Tahoe Basin of California and Nevada. |
| 43 U.S.C. 641 | The *Carey Act of August 18, 1894,* authorizes the Secretary, with the approval of the President, to patent to States, desert lands which are reclaimed, cultivated, and settled. |
| 98 Stat. 153<br>P.L. 98-408 | *Public Law 98-408 (Zuni Act)* authorizes the Secretary to acquire, through purchase or exchange, certain private lands and to convey such lands to the Zuni Indian Tribe for religious purposes. |
| 16 U.S.C. 3148<br>30 U.S.C. 181 note | *Section 1008 of the Alaska National Interest Lands Conservation Act of 1980,* as amended, mandates a review of withdrawals and other types of segregations and establishes a schedule of opening Public Lands to operation of the general land laws, and the mineral leasing and mining laws. |
| 16 U.S.C. 818 | *Section 24 of the Federal Power Act of 1920* as amended, allows other uses of Federal waterpower withdrawals with Federal Energy Regulatory Commission approval. |
| 43 U.S.C. 156<br>P.L. 85-337 | The *Engle Act of February 28, 1958,* provides that withdrawals for the Department of Defense for more than 5,000 acres shall be made by Congress. |
| P.L. 100-409<br>102 Stat. 1086 | The *Federal Land Exchange Facilitation Act, of 1988,* provides for the streamlining of Federal land exchanges. |
| 43 U.S.C. 869 | The *Recreation and Public Purposes Act of 1926,* as amended, authorizes the Secretary to classify Public Lands for lease or sale for recreation or public purposes. |
| P.L. 100-648 | The *Recreation and Public Purposes Amendment Act of 1988,* provides for the patenting of Federal lands used for landfills without reversionary stipulations. |

16 U.S.C. 1241-1249

The *National Trails System Act of 1968*, as amended, establishes a national trails system and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes or sold with the receipts to be deposited in the Land and Water Conservation fund.

**Objectives**

The major objectives of the lands program are to:

- Process all lands, realty and rights-of-way (ROW) actions on a cost effective basis by collecting the appropriate case processing and monitoring costs and rental payments authorized by statute and implemented by regulations;

- Complete priority land exchanges for both State and private land tenure adjustments as necessary to consolidate ownerships, facilitate management efficiencies for Federal, State, and private lands, enhance revenues, and meet needs for community, commercial and industrial growth;

- Identify, record and resolve trespass on Public Lands through use authorizations, sale or exchange of the lands in trespass, or termination of the trespass;

- Respond effectively to the requirements of specific legislation and legislative mandates affecting land disposals;

- Respond promptly to public demands regarding Public Land availability, use authorizations, land case processing and/or providing information on Public Lands status, laws and regulations;

- Dispose of Public Land tracts that meet statutory provisions or are identified in resource management plans for disposal in order to improve land ownership patterns, to improve cost effectiveness, to dispose of lands no longer required for Federal programs, and to meet expanding community and regional growth needs;

- Process new withdrawal applications (made under FLPMA or other authorities such as the Engle Act) on a current basis as funding allows;

- Continue withdrawal revocation processing on a current basis to support the processing of other lands, realty and ROW actions;

- Facilitate the development of energy and non-energy resources in the public interest by prompt processing and granting of ROW's and temporary use permits for facilities over, upon, under or through Public and Federal lands for transportation or other systems uses or facilities;

- Ensure that land use authorizations and rights-of-way uses are compatible with multiple use management objectives for Federal lands through use of environmental review and assessment, and resource management planning processes and decisions.

- Continue review of other agency withdrawals as mandated by FLPMA; complete review of all BLM classification orders; continue review of waterpower and water storage withdrawals; and continue processing and review of withdrawals in Alaska.

**Base program**

The Base level for the lands program is $23,279,000 and 578 FTE.

**Realty Operations**

BLM provides service to the public, State, local and other Federal agencies by processing land use authorizations, 1/ adjusting tenure through land exchanges, and completing land disposal actions. 2/ BLM also operates the current systems for maintaining the official Public Lands records, and responds to public inquiries about Public Lands status, use and acquisition.

**Land Exchanges** - At the Base level, approximately $3,200,000 will be used to process multiple-use management land exchanges which are identified and considered in Resource Management Plans. At the Base level, 260,000 acres of State exchanges and 173,000 acres of private exchanges will be processed. Action will be initiated on exchange proposals which would be consummated in 1991 and 1992. Because the individual circumstances, values and resource factors constantly change in the negotiation process, the exact lands and values in individual exchanges vary greatly from one proposal to the next.

As remaining entitlements under the State indemnity selection statutes approach completion, States are turning increasingly to land exchanges to meet use demands and to consolidate their land holdings. Exchange opportunities are identified in completed land use plans, and by other agencies as a means of consolidating ownership, eliminating unmanageable inholdings, and enhancing the management of both Federal and non-Federal properties.

The Federal Land Exchange Facilitation Act of 1988 (P.L. 100-409) will provide for uniform rules and regulations pertaining to land appraisals and value resolution in the land exchange process. Regulations are being prepared to implement provisions of the legislation and one scheduled for issuance by August 1989. These regulations will provide guidance for exchanges in 1990.

Within the 1990 Base program the following exchange activities are currently planned:

| | State Exchanges | | Private Exchanges | | |
|---|---|---|---|---|---|
| State | Acres | Number of Exchanges | Acres | Number of Exchanges | Total Estimated Cost |
| Arizona | 143,000 | 5 | 55,000 | 5 | $ 650,000 |
| California | 5,000 | 2 | 30,000 | 5 | 335,000 |
| Colorado | 2,000 | 3 | 3,000 | 15 | 370,000 |
| Idaho | 23,000 | 4 | 7,000 | 6 | 307,000 |
| Montana | 15,000 | 8 | 19,000 | 22 | 338,000 |
| Nevada | 0 | 0 | 14,000 | 6 | 172,000 |
| New Mexico | 60,000 | 2 | 13,000 | 1 | 530,000 |
| Oregon | 2,000 | 1 | 18,000 | 15 | 393,000 |
| Utah | 0 | 0 | 9,000 | 4 | 9,000 |
| Wyoming | 10,000 | 2 | 5,000 | 2 | 96,000 |
| TOTAL | 260,000 | 27 | 173,000 | 81 | $3,200,000 |

1/ The category of land use authorizations includes: (1) the lease or conveyance of land to State and local government agencies and non-profit entities under the Recreation and Public Purposes Act, (2) granting use authorizations to nonfederal entities under Section 302(b) of FLPMA, and (3) granting rights-of-way under Title V of FLPMA, Section 28 of the Mineral Leasing Act (MLA), and Title 23 of the U.S. Code (the Federal Highway Act).

2/ Land disposal is the patenting (transfer of ownership) through sale under Section 203 of the Federal Land Policy and Management Act or other conveyance authorities such as the Desert Land Act or Airport and Airways Act.

Land Disposals - The BLM will convey 6,000 acres of Public Land to State governments under the State Indemnity Program in 1990. This is consistent with Secretarial policy and the Memorandum of Understanding with the State Land Commissioners Association.

Public Land sale offerings under the authority of Section 203 of FLPMA will be 8,000 acres in 1990. Decreased offering of lands for sale is due to a decline in public interest in land sales since the most favorable tracts previously identified in land use plans have already been sold.

Work will continue on land sales under the Burton-Santini Act, which provides for the offering for sale of not more than 700 acres annually in Clark County, Nevada.

At the Base level, 150 Desert Land Entry (DLE) applications will be resolved. The decrease of 25 cases in the Base level reflects the depressed agricultural economy and the high cost of developing new irrigated farming operations. Another factor affecting the number of DLE applications is the lack of available water for irrigation as controlled and adjudicated by the respective States. Processing of cases would be deferred into the future.

Land Use Authorizations - Land use authorizations under FLPMA Section 302(b) provide for private use of Public Lands through lease, permit or easement authorizations. Land use permits, FLPMA leases, and Recreation and Public Purposes Act (R&PP) leases provide use authorizations needed to meet public demands for uses of Public Land. At the Base level, 231 leases or permits would be issued which maintains a relatively stable response to the public demand for these types of permits. BLM also responds to local and State government demands for community expansion and new public facilities in a timely fashion, primarily through use of R&PP authorizations. At the Base level, 130 R&PP leases will be processed. Also, regulations implementing the Recreation and Public Purposes Amendments Act (P.L. 100-648) will be developed and published by January 1990. At that time, action on processing of lower priority R&PP leases is expected to be deferred in favor of sale and patenting of lands under the authority of the R&PP Amendments.

**Unauthorized Dumping**

Trespass disposal of trash on the Public Lands results in degradation of the land as well as providing possible health and safety hazards.

Lands and Realty Trespass - Prevention, Detection and Resolution: At the Base level, 1,081 cases of realty trespass on Public Lands will be resolved. Resolution of realty trespass will be pursued in special areas such as in the California Desert Conservation Area. Under existing regulations, short term use can be authorized pending final decision to continue an authorization, to terminate the trespass, or to sell the lands at fair market value. Detection and recordation of trespass will require continuous efforts to assess the full magnitude of realty trespass on the Public Lands. Future realty trespass problems are prevented by responsive resolution action on existing cases, and timely response to public inquiries for land status and use authorization requests.

Official Land Records - The operation, maintenance and improvement of the official Public Land records and the task of responding to public inquiries about Public Land status, use and acquisition is a fundamental public service of the BLM. Improvement in the Public Lands records system is planned through implementation of the Automated Land and Mineral Records System (ALMRS) initiative. The BLM lands and realty program, as all other Bureau programs that depend on accurate and up-to-date land descriptions, will become more efficient and effective as ALMRS is implemented.

Until ALMRS is implemented Bureauwide in 1993, the responsibility for maintaining the existing land records system continues to be funded through the lands and realty Base level program. Additionally, maintaining up-to-date lands, realty and rights-of-way case management data and input into the On-line Case Recordation and Access (ORCA) system for the lands data base is a responsibility of this program. The automated case recordation system will be maintained by updating data elements and certain historical records on an individual case file basis as each action is updated in the normal course of lands case processing.

Rights-of-Way Management

The rights-of-way (ROW) segment of this program is funded through a combination of appropriated funds and a fee structure defined by regulation. Fees are made available for use in the "Service Charges, Deposits, and Forfeitures" (SCDF) indefinite appropriation for processing rights-of-way authorizations.

The primary workload in rights-of-way management is the processing and granting of rights-of-way and ancillary temporary use permits associated with energy and non-energy uses of Federal lands. Applications for these uses are made by individuals, corporations, public and private utilities, associations, and State and local governments. Such applications are for a wide range of developments, such as the construction and operation of oil and gas pipelines, power transmission lines, energy development and distribution facilities, access roads, communication sites, ditches, and water pipelines. In some cases, the applications are made to authorize an existing but previously unauthorized use.

ROW workload is divided between casework and non-casework functions. Non-casework actions include functions such as pre-application review, corridor planning, research, managerial direction, training, and other aspects of program management not directly associated with a specific case. All non-case work activities is funded from the MLR appropriation account.

Casework is the effort in response to an application, including preliminary investigations, analyzing alternative location possibilities, preparation of environmental assessments, appraisals, development of special stipulations, issuance of ROW grants and temporary use permits, and monitoring to ensure compliance with regulation and grant or permit terms and conditions. At the Base funding level work on approximately 300 lower priority rights-of-way cases will be deferred.

The funding source for casework is a function of the law under which application is made, the status of the applicant, and procedures and schedules defined in the regulations (43 CFR 2808 and 2883) implemented on August 7, 1987, and February 11, 1985, respectively. These regulations generally divide categories for cost recovery into major and minor classifications for both FLPMA and Mineral Leasing Act of 1920 (MLA) types of rights-of-way. The schedule in the regulations is periodically updated with field studies of actual costs by case size. Since there is a time lag between the studies and implementation, fee schedule charges may not cover the actual current costs of processing a ROW case. When this occurs, costs exceeding the amount received through the fee schedule must be funded from the MLR appropriation. The fee schedules will be updated in 1989 to more closely align with costs, and implementation of the new fee schedule will occur in 1990.

When the applicant for a rights-of-way is a State government, local government, or agency who will use the grant for governmental purposes, the case is considered non-reimbursable, regardless of the law under which the application is made, and processing is funded from the MLR appropriation. When the applicant is a private individual or corporation, the funding is cost recoverable and subject to the fee schedules in the regulations.

For applications processed under MLA, full actual cost recovery is allowed, and funding is derived from fees covered into the "Service Charges, Deposits, and Forfeitures" appropriation. For applications processed under FLPMA, charges are adjusted for the "reasonableness" criteria contained in Section 304(b) of FLPMA [43 U.S.C. 1734(b)]. These adjustments are made for actions which are not for the exclusive benefit of the applicant (including appraisals, inventories, and special studies) but which must be completed to process the application and result from construction of the facilities separate and apart from the actual ROW grant or permit. The costs of such adjustments are considered non-reimbursable and are funded from the MLR appropriation.

**Withdrawal Processing and Review**

FLPMA provides for a comprehensive program of withdrawal processing and review and specifies requirements for completion. Relative to withdrawal processing, FLPMA requires that all applications for withdrawals pending at the time of passage of FLPMA are to be processed by 1991. Also, all withdrawal applications filed after passage of FLPMA must be processed within 2 years. At the Base level, applications are processed on a current basis to the extent possible, depending somewhat on the complexity of the application, agreements with the submitting agency and timing of the application. At the Base level, 80 applications will be processed.

FLPMA requires land withdrawals and classifications reviews to ensure that there are no unnecessary closures to appropriate Public Land uses. FLPMA section 204(l) requires a comprehensive 15-year review of most withdrawals of Federal lands in the 11 Western States, exclusive of Alaska. The FLPMA review was to be completed by 1991. Given the effects of the NWF lawsuit on the function since 1985 (discussed below), it is highly unlikely that the 1991 completion timeframe can be achieved.

On July 15, 1985, the National Wildlife Federation (NWF) filed suit in the U.S. District Court for the District of Columbia alleging that BLM's conduct of withdrawal review was not in concert with the intent of Congress.

On February 10, 1986, the District Court issued an order granting the NWF motion for a preliminary injunction (PI) and preventing the Secretary from completing final action on withdrawal and classification reviews. The impact of the PI order was significant. A major effort was required to be responsive to Court requests for information, to process Congressionally authorized exemptions, and to insure compliance with the requirements of the PI.

New withdrawals were not affected by the PI and were processed in the usual manner. Under terms of the PI, all bureaus in the Department of the Interior were encouraged to continue to review and make their recommendations to BLM. Other Federal holding agencies were advised to adhere to previously agreed upon review schedules. BLM field offices conducted on-the-ground reviews and retained cases at the field level pending a final ruling on the lawsuit.

On December 11, 1987, the United States Court of Appeals affirmed the District Court's issuance of the preliminary injunction order. On July 22, 1988, the U.S. District Court heard oral argument on the outstanding motions for summary judgment. On November 4, 1988, the U.S. District Court issued an order on the motions for summary judgment that vacated the PI and dismissed the case on the grounds that the NWF had failed to prove standing. This order allows BLM to resume land and mineral transactions such as exchanges and land sales that had been held up for 33 months due to the PI. At the Base level, BLM will also resume withdrawal modifications/revocations under Section 204(a) of FLPMA to permit subsequent lands and realty actions to be taken in the ordinary course of multiple use resource management. In December 1988, the NWF filed an appeal on the District Court decisions.

The withdrawal review workload for 1990 will consist of the review of high priority withdrawals based on coordination with other Federal agencies. Successful completion of this schedule depends on the ability of other agencies to make timely submissions of their withdrawal rejustifications. At the Base level, 50 withdrawal reviews will be processed. This will result in the continued unavailability of certain Public Lands to other multiple resource uses. At this level of program accomplishment, 2,600 cases involving an estimated 15 million acres remain to be reviewed in future years.

Classification actions under a variety of Public Land laws segregated approximately 160 million acres partially or wholly from entry under the Public Land laws and in some cases, from mining and mineral leasing purposes. High priority classification reviews are being conducted to ensure that there are no unnecessary closures to multiple use activities on the Public Lands.

In the Base program, withdrawal processing and review in Alaska will continue involving the review of Federal holdings pursuant to Section 3(e) of ANCSA. This workload includes processing of new withdrawals which are an integral part of the entire State and Native conveyance program and subsequent revocations which may be required. Withdrawal processing and review priorities in Alaska are driven by the State and Native conveyance program and determined within the Patent Plan Process.

Waterpower activities involve the identification and evaluation of Federal lands with significant water and power potential. At the Base level, 15 waterpower cases will be reviewed. This review will provide land managers with information to ensure that potential water and power site information is included in land use plans.

**Decrease from the 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 23,279 | 22,916 | -363 |
| FTE | (578) | (575) | (-3) |

A decrease of $363,000 and 3 FTE will be accomplished by deferring certain lower priority land and rights-of-way case work.

The processing of 25 Desert Land Entry cases and 20 lower priority Recreation and Public Purposes applications will be deferred to future years.

In addition, processing of 100 lower priority rights-of-way cases will be deferred. The deferral can be accomplished because Desert Land Entry cases and lower priority Recreation and Public Purposes applications are in less demand than other types of use authorizations. The rights-of-way cases can be deferred because of an expected lower demand for these types of applications. A portion of the reduced accomplishments result from the impacts of having to absorb increases in Bureauwide fixed costs within the BLM in 1990.

**Lands, Realty and Rights-of-Way Management**

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Recreation and Public Purposes (R&PP) leases and patent applications (# cases) | 160 | 159 | 150 | 130 | -20 |
| State indemnity selections (000s acres) | 11 | 6 | 6 | 6 | --- |
| Exchanges (000s acres): | | | | | |
| State | 47 | 238 | 260 | 260 | --- |
| Private | 201 | 156 | 173 | 173 | --- |
| Permits (# cases) | 231 | 231 | 231 | 231 | --- |
| Desert land entries (# cases) | 130 | 130 | 125 | 100 | -25 |
| Public land offered for sale (000s acres) | 9 | 10 | 8 | 8 | --- |
| Burton-Santini Act offers (acres) | 700 | 700 | 700 | 700 | --- |
| Realty Trespass (# cases) | 996 | 1,081 | 1,081 | 1,081 | --- |
| ROW Grants Issued: (# of cases processed) | | | | | |
| - Minor | 2,616 | 2,450 | 2,150 | 2,150 | --- |
| - Major | 11 | 25 | 25 | 25 | --- |
| ROW Cases Processed: (# of cases processed) | 3,446 | 2,975 | 2,975 | 2,875 | -100 |
| ROW Trespass (# of cases processed) | 87 | 100 | 100 | 100 | --- |
| Withdrawal processing (# cases) | 84 | 100 | 80 | 80 | --- |
| Withdrawal review (# cases) | 272 | 50 | 50 | 50 | --- |
| Classification review (# cases) | 0 | 5 | 5 | 5 | --- |
| Waterpower (# cases) | 42 | 15 | 15 | 15 | --- |

**Distribution of Change by Object Class**

The object class detail for the proposed decrease of $363,000 and 3 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 3 | $ 90,000 |
| Personnel benefits | | 18,000 |
| Travel and transportation of persons | | 14,000 |
| Transportation of things | | 3,000 |
| Rent, Communications, and Utilities | | 180,000 |
| Printing and Reproduction | | 24,000 |
| Other services | | 16,000 |
| Supplies and Materials | | 18,000 |
| Total | | $363,000 |

## Justification of Program and Performance

**Activity:** Lands and Realty Management
**Subactivity:** Alaska Lands

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 13,661 | 13,743 | 12,088 | -1,573 | -1,655 |
| FTE | (280) | (280) | (255) | (-25) | (-25) |

### Authorization

| | |
|---|---|
| 48 U.S.C. Chap. 2 note<br>P.L. 85-508 | The *Alaska Statehood Act of 1958* as amended, provides for the admission of the State of Alaska into the Union and authorizes and directs the Secretary of the Interior to convey approximately 104.5 million acres to the State. |
| 43 U.S.C. 1601 *et. seq.* | The *Alaska Native Claims Settlement Act of 1971* as amended, authorizes and directs the Secretary to withdraw, 1/ to classify or reclassify lands in Alaska, and to open such lands as appropriate after classification, and to convey approximately 44 million acres to Alaska Native Corporations. The Act also provides broad exchange authority to facilitate the purpose of the Act. |
| U.S.C. 3101 *et. seq.*<br>P.L. 96-487 | The *Alaska National Interest Lands Conservation Act (ANILCA) of 1980*, as amended, provides for the designation, management, and conservation of certain Public Lands in the State of Alaska, including a national recreation area, a national conservation area, wild and scenic rivers, and for other purposes. The Act also contains broad exchange authority to facilitate the purposes of the Act. |
| 43 U.S.C. Chap. 270 | *Indian Allotment Act of 1906*, as amended, provided up to 160 acres to be conveyed to Alaska Natives. |
| 43 U.S.C. 1701<br>P.L. 94-579 | The *Federal Land Policy and Management Act (FLPMA) of 1976* authorizes the Secretary: |
| 43 U.S.C. 1711 | - to prepare and maintain inventories of all Public Lands (Section 201); |

1/ Under various Public Land Orders, Public Lands in Alaska are subject to classification and reclassification and have been withdrawn from all forms of appropriation under the Public Land laws, with some exceptions, including State selections, location and entry under the mining laws, except locations for metalliferous minerals (30 U.S.C. 2); and leasing under the Mineral Leasing Act of February 25, 1920, as amended (30 U.S.C. 181-287).

| | |
|---|---|
| 43 U.S.C. 1713 | - to sell a tract of Public Land if the sale of such tract meets certain disposal criteria (Section 203); |
| 43 U.S.C. 1716 | - to exchange Public Lands if the public interest will be well served by making that exchange (Section 206); |
| 43 U.S.C. 1719 | - to convey Federally owned mineral interests to the surface owner (Section 209); |
| 43 U.S.C. 1721 | - to convey omitted Public Lands to a qualified occupant if it is in the public interest to do so (Section 211); |
| 43 U.S.C. 1732 | - to manage the use, occupancy, and development of the Public Lands through leases and permits (Section 302); and |
| 43 U.S.C. 1733 | - to protect and manage Public Lands against willful and knowing violation of regulations, including trespass. |
| 43 U.S.C. 869 | The *Recreation and Public Purposes Act of 1926*, as amended, authorizes the Secretary to classify Public Lands for lease or sale for recreation or public purposes. Lands withdrawn for use by a Federal agency may be leased or sold with the consent of the head of that agency; |
| 43 U.S.C. 687b | The *Act of August 30, 1949*, as amended, authorizes the Secretary to dispose of Public Lands and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes. |
| 16 U.S.C. 1277 | *Section 6(d) of the Wild and Scenic Rivers Act* authorizes the Secretary to exchange or dispose of suitable Federally owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System; |
| 49 U.S.C. 2215<br>P.L. 97-248 | *Section 516 of the Airport and Airway Improvement Act of September 3, 1982* authorizes conveyance of lands to public agencies for use as airports and airways; |
| 43 U.S.C. 4321,<br>4331-4335, 4341-4347 | The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment, and; |
| 45 U.S.C. 1201<br>P.L. 97-468 | The *Alaska Railroad Transfers Act of 1982*, authorizes the Secretary of Transportation to transfer rail properties of the Alaska Railroad to the State of Alaska. |

**Objectives**

The major objectives of the Alaska Lands Program are to:

- o Utilize the Patent Plan Process to transfer land title to Native corporations and the State of Alaska;

- Process Native allotment parcels in Alaska to the point of approval for survey, and issue certificates (patents) to qualified Alaska Native allotment applicants after survey;

- Conduct land exchanges using FLPMA as well as other unique Alaska exchange authorities to improve the overall land management pattern for the Department of Interior in Alaska;

- Process other lands cases (i.e., R&PP Authorizations and Alaska Settlement Claims) in order to expedite the conveyance of lands to the State of Alaska, municipalities, local governments, Native corporations, and individuals;

- Continue authorization for leases, permits and other non-right-of-way realty actions;

- Complete actions resolving title conflict on townsite lands;

- Manage easements reserved under ANCSA, and continue priority implementation of the ANCSA Section 17(b) Easement Management Program;

- Continue the development of automated land and mineral record systems to meet the needs of Alaska conveyance and land management programs, and to be coordinated with the Bureauwide ALMRS initiative; and

- Continue a program of trespass inventory, recordation and abatement of realty trespasses in Alaska.

**Base program**

The Base funding level for the Alaska Lands Program is $13,743,000 and 280 FTE.

The Base program in Alaska primarily is composed of the Patent Plan Process workloads and Other Realty Actions associated with Public Land use authorizations.

**Patent Plan Process:**

The priority emphasis of the Alaska Lands program is support to the completion of title transfers to the State of Alaska and Native Corporations through the Patent Plan Process. The Patent Plan Process was initiated in 1986, to improve the efficiency of land title adjudication and cadastral surveys, and thereby increase the acres transferred to the State and Native corporations through patents.

The Patent Plan Process is a multi year program planning process to facilitate the survey of lands and transfer of title to Native corporations and the State of Alaska. The plan calls for the annual identification of future work in geographic areas, or "windows". This allows a concentrated effort to complete all needed lands adjudication of inholdings in the "window" prior to initiating cadastral survey of the "windows." This planning, which occurs in most cases 3 to 5 years ahead of actual survey, provides for more efficient uses of lands and cadastral survey program funds.

In annual requests, the State of Alaska and the Native corporations identify the priority lands they wish to have patented in coming years. Historically, large acreages were initially transferred to the State by Tentative Approvals (TAs) and to Native corporations by Interim Conveyances (ICs). The State continues to emphasize increased issuance of patents on these priority lands rather than large acreages transferred by Tentative Approval. The Tentative Approval and Interim Conveyance approach was once used to provide an initial acknowledgment of the decision to transfer lands to the State and interim

conveyance of lands to Native corporations. It was recognized at the time that additional work would be necessary prior to final patenting of these lands. This workload includes the adjudication of inholdings (e.g. Native allotments) in larger transfer areas, the resolution of mining claims, the resolution of other land claims actions, and then complete the necessary cadastral survey work prior to being able to issue a patent for the land.

At the Base level, the program will continue to emphasize transfer of lands by patent rather than by Interim Conveyance or Tentative Approval. Emphasis will be placed on issuance of patents to Native corporations resulting in an increase of 800,000 acres in the Base level to a planned total of 3.0 million acres. This increase in conveyances to Native corporations is due to the adjudicative and survey work performed in "windows" in previous years. Emphasis will continue on adjudicating the planned Native allotments within the selected "windows".

The resolution of Native allotments is more complex, requires more expensive field time in the logistically complex Alaska work environment and requires extra coordination efforts with the Native allottees. At the end of 1988, approximately 6,900 Native allotment parcels were awaiting survey and issuance of final certificates. At the Base level, 800 Native allotments would be processed, reflecting continued emphasis on resolution of Native allotments in 1990.

A new workload has recently been added to the Patent Plan process involving a new type of Native allotment adjudication called "Aguilar hearing cases". "Aguilar hearing cases" involve a reinstatement or relocation of a Native allotment claim based on a determination that the allotment was omitted or incorrectly located when the land was originally conveyed. A complex adjudicative process involving hearings by BLM is initiated to determine the relevant facts in each case and provide decisions to the State, Native corporations, and the allottee. At the Base level, 10 "Aguilar hearing cases" will be resolved.

At the Base level in 1990, the State of Alaska would have received patent to an additional 1.9 million acres. Cumulative title transfers involving combined patent and Tentative Approvals for the State of Alaska are expected to be more than 85 million acres, or 78 percent of the total entitlement by the end of 1990. Alaska Native corporations will have received patent to approximately 28 percent of their entitlement by the end of 1990. For Native corporations, combined Interim Conveyances and patent will be more than 34 million acres, or approximately 77 percent of their total entitlement by the end of 1990.

The Projected Alaska Conveyance Schedules are:

(Acre amounts in millions)

| Native Corporations | 1987 1/ | 1988 | 1989 | 1990 and Future |
|---|---|---|---|---|
| Interim Conveyances | | | | |
| Annually | 0.5 | 0.5 | 0.1 | |
| IC Lands Remaining to be Patented. | 29.8 | 28.0 | 26.2 | |
| Patent 2/ | | | | |
| Annually | 0.2 | 1.6 | 2.0 | 34.7 3/ |
| Cumulative Total | 5.1 | 7.3 | 9.3 | 44.0 |
| **State** | | | | |
| Tentative Approval | | | | |
| Annually | 0.9 | 0.6 | 0.5 | |
| TA Lands Remaining to Be Patented | 54.8 | 51.0 | 50.1 | |
| Patent 2/ | | | | |
| Annually | 2.3 | 2.7 | 1.4 | 67.4 3/ |
| Cumulative Total | 31.0 | 33.7 | 35.1 | 104.5 |

1/ Numbers adjusted in 1987 to reflect the submerged lands review of chargeability of certain lands conveyed to Native corporations.

2/ Patent acreage is directly dependent on acreage surveyed.

3/ Represents acreage remaining to be patented.

**Other Realty Actions**

**Automation** - Maintenance and support of the Alaska Automated Land and Mineral Record System (AALMRS) is a high priority activity required for the land conveyance and minerals programs. AALMRS development will continue to ensure compatibility with the Bureauwide Automated Land and Mineral Record System (ALMRS) development efforts.

**Easements** - Section 17(b) of the Alaska Native Claims Settlement Act of 1971 (ANCSA) authorizes the Secretary to reserve certain public easements across Native lands in Alaska. Easements are reserved at the time of conveyance in the conveyance document. The location, width, and authorized uses for the easements are specifically identified. The Native Corporations have asked the Federal Government to specify the management principles to be applied to these easements and the responsibilities of each party in monitoring and regulating use. In addition, various Federal agencies other than BLM are concerned with the management of those easements providing access to land under their jurisdiction. A coordinated effort by NPS, FWS and BLM has inventoried the easements. At the Base level, priority easements will be located and marked with emphasis first on identifying access to high-use areas.

**Realty Actions** - The resolution of townsite issues in 31 open townsites involves adjudication, cadastral survey, and realty field work, to support the BLM Townsite Trustee. An increase in field examinations has been precipitated

by the settlement of the Aleknagik, Royal Harris and Unalaska lawsuits. At the Base level, high priority areas will be addressed. In 1988, 36 townsites were worked and approximately 346 trustee deeds were issued. The program is projected to continue at approximately this level in 1990.

In October 1986, the Alaska settlement laws expired pursuant to FLPMA Sections 702 and 703. At the Base level, the timely conclusion of the actions related to the previously initiated settlements will be deferred until future years or until all pending cases are resolved through patent, relinquishment or rejection.

**Exchanges** - Exchange proposals are being considered by various Native corporations, the State of Alaska and other land owners in Alaska. In addition, land use plans being completed by the BLM and other agencies contain potential exchanges which may enhance the management of public and private lands. The State of Alaska and Native corporations are interested in blocking their lands or adjusting boundaries to facilitate their management objectives. Congress has provided unique exchange authorities for lands and interests in lands in Alaska, and has directed the Secretary to use those authorities in resolution of land tenure disputes in Alaska. At the Base level, only high priority land tenure adjustment cases will be processed, deferring lower priority workloads to future years.

**Decrease from the 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 13,743 | 12,088 | -1,655 |
| FTE | (280) | (255) | (-25) |

A decrease of $1,655,000 and 25 FTE will be accomplished by deferring lower priority Alaska Lands workloads into future years.

At the 1990 estimate level, a total of 1.0 million acres of conveyances by State will be accomplished. This is a decrease of 900,000 acres to be patented to the State which will occur as a result of the increased cost of processing and increased workload associated with resolving Native allotments and Aguilar hearing casework. The decreased workload impact is due to the additional complexity and increased expense of resolving Native allotments cases. In addition, selected lower priority lands casework involved with field examinations, case review and adjudicative review of land selections outside the 1990 priority "windows" will be deferred. These deferred cases are in the early stages of the Patent Plan Process and could result in less acreage to be conveyed in 3 to 5 years. Lower priority land use authorizations and trespass workload will also be deferred in order to keep priority work emphasis within the Patent Plan Process. Consequently, 120 land use authorization cases (a decrease of 10 from the Base) and 10 trespass cases (a decrease of 2 from the Base) are scheduled for completion at the 1990 Estimate level.

A potion of the reduced workload accomplishments result from the effects of having to absorb increases in Bureauwide fixed costs within the BLM.

## Alaska Lands Workload Accomplishments

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Native conveyances (million acres) | 2.1 | 2.2 | 3.0 | 3.0 | --- |
| State conveyances (million acres) | 3.3 | 1.9 | 1.9 | 1.0 | -.9 |
| Native allotments (parcels) | 261 | 800 | 800 | 800 | --- |
| Land use authorizations (cases) | 158 | 130 | 130 | 120 | -10 |
| Land tenure adjustments 1/ (cases) | 30 | 26 | 20 | 20 | --- |
| Unauthorized use (cases) | 7 | 12 | 12 | 10 | -2 |

1/ These cases include exchanges, FLPMA sales, Alaska Settlement Claims, jurisdictional transfers, and title resolution.

**Distribution of Change by Object Class**

The object class detail for the proposed decrease of $1,665,000 and 25 FTE is as follows:

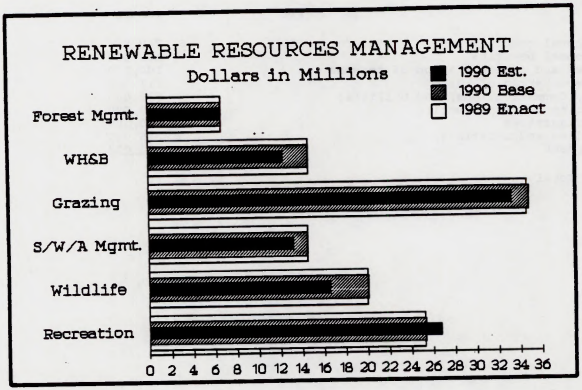
| | FTE | Amount |
|---|---|---|
| Personnel compensation | 25 | $ 750,000 |
| Personnel benefits | | 150,000 |
| Travel and transportation of persons | | 100,000 |
| Transportation of things | | 115,000 |
| Rent, Communications, and Utilities | | 132,000 |
| Printing and reproduction | | 25,000 |
| Other services | | 308,000 |
| Supplies and materials | | 75,000 |
| Equipment | | 10,000 |
| Total | | $1,665,000 |

## Activity Summary

**Activity:** Renewable Resources Management

*(dollars in thousands)*

| Subactivity | 1988 Actual B.A. | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Forest Management | 7,219 | 6,685 | 6,725 | 6,549 | -176 |
| Wild Horse & Burro Mgt | 15,336 | 14,560 | 14,569 | 12,314 | -2,255 |
| Grazing Management | 33,096 | 34,600 | 34,848 | 33,206 | -1,642 |
| Soil, Water and Air Management | 13,753 | 14,471 | 14,546 | 13,221 | -1,325 |
| Wildlife Habitat Management | 18,188 | 19,985 | 20,063 | 16,559 | -3,504 |
| Recreation Management | 23,429 | 25,160 | 25,284 | 26,677 | +1,393 |
| Total | 111,021 | 115,461 | 116,035 | 108,526 | -7,509 |



## Justification of Program and Performance

**Activity:** Renewable Resources Management
**Subactivity:** Forest Management

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 6,685 | 6,725 | 6,549 | -136 | -176 |
| FTE | (127) | (127) | (124) | (-3) | (-3) |

### Authorization

43 U.S.C. 1711, 1732
P.L. 94-579

The *Federal Land Policy and Management Act of 1976*, provides for management, protection, and marketing of resources on a sustained yield basis and for the preparation and maintenance, on a continuing basis, of an inventory of Public Land resources and other values.

16 U.S.C. 594
P.L. 67-315

The *Timber Protection Act of 1922* provides for the protection of timber from fire, disease, and insects.

### Objectives

The objectives of the Public Domain (P.D.) forestry program for Public Land forest resources outside of western Oregon are to:

- Maintain the health and productivity of the forests;
- Help meet the Nation's demand for forest products through the orderly and efficient sale of commercial timber and other minor forest products;
- Reforest harvested areas promptly;
- Reduce the acreage of cutover commercial forest land that is in an understocked condition (reforestation backlog); and
- Achieve or maintain favorable conditions for tree growth where economically justified through thinnings and release from competing, undesirable vegetation (timber stand improvements).

### Base program

The 1990 Base level for public domain forest management is $6,725,000 and 127 FTE.

This program provides for the management and development of 1.8 million acres of commercial forest lands (CFL) which are capable of producing at least 20 cubic feet of timber per acre per year. The CFL acres are the source of commercial sawlogs harvested from BLM lands. An additional 20 million acres of Public Lands are managed as woodlands, which are plant communities in which the trees are often small and interspersed with grass and brush. The woodlands are the source of a variety of products such as fuelwood, posts/poles, Christmas trees and pine nuts.

All BLM public domain forest lands are managed under the authorities and requirements of the Federal Land Policy and Management Act (FLPMA) of 1976. BLM's forest land policy, which is based on this Act, requires management of these lands under multiple-use principles for timber production as well as other uses and values in order to achieve the widest range of benefits on a sustained basis to meet national needs. This policy highlights the importance of timber production on these lands and states that no single use may preclude other uses unless it is congressionally specified or justified in a formal finding and is in the national interest. Within this broad policy directive, BLM manages the public domain forest lands to contribute to meeting the Nation's demand for wood products and to obtain fair market value for timber and forest products use.

Under the principles of multiple use, sustained yield, and environmental protection, it is BLM policy to serve as good stewards of the public forests and woodlands. Even if the BLM does not sell timber or woodland products, the responsibility to provide a minimum level of stewardship management remains. This responsibility consists of providing basic protection of the timber resource, including trespass abatement, insect and disease control, and prevention of permanent impairment of the productivity of the land. It involves a minimum level of inventory and meeting the public demand for information. It also requires the BLM to respond to the need for timber removal for rights-of-way or other activities which are incidental to forest management.

**Commercial Forest Land Management**

Commercial forest land management is practiced on the most productive one million acres of commercial timber lands, located primarily in California, Colorado, Idaho, Montana, Oregon, and Wyoming.

The primary focus of the timber program is to manage commercial forest land (CFL) which is available for harvest to provide for the production and sale of timber as raw material to mills and other end users. The CFL available for harvest has an estimated annual allowable sale quantity potential of 86 million board feet (MMBF).

The following table shows the distribution of commercial forest land and allowable sale quantity by State:

| State | Total Commercial Forest Land (thousands of acres) | Operating 2/ Commercial Forest Land (thousands of acres) | Allowable Sale Quantity (MMBF) |
|---|---|---|---|
| California | 241 | 91 | 21.6 |
| Colorado | 470 | 141 | 10.0 |
| Idaho | 322 | 276 | 16.0 3/ |
| Montana | 377 | 221 | 14.0 |
| Oregon (E.) 1/ | 221 | 182 | 17.5 |
| Wyoming | 218 | 162 | 6.7 |
| Total | 1,849 | 1,073 | 85.8 |

1/ Excludes public domain forest land intermingled with the Oregon and California Grant Lands in western Oregon.

2/ Approximately 776,000 acres have been withdrawn from the CFL base for wilderness review and the protection of other resource values.

3/ Allowable sale quantity reduction (2 MMBF) as a result of a change in CFL base acreage due to "in-lieu selections" and recent planning decisions.

The major elements of the commercial forest management component are timber sale planning, sale preparation and sale administration. Planning identifies the need for physical and legal access, cadastral survey requirements, and road design. Preparation includes sale layout, access acquisition, environmental analysis, timber cruising and appraisal, contract preparation and sale advertising. Sale administration involves conducting the sales, awarding the contracts and monitoring to ensure compliance with the terms of the timber sale contract.

An appropriate level of technical support and management expertise is also needed to conduct the forest management program. This includes multiple-use planning, inventory, and trespass abatement.

Each timber sale is analyzed to determine if the return to the Government exceeds the costs of holding the sale. Some sales are sold even though costs exceed estimated returns. Such sales are usually held in areas either where the timber has been infected by insects and/or disease, or to facilitate other activities such as rights-of-way. At the 1990 Base funding level, approximately 65 MMBF of timber could be offered for sale. The Base level of program accomplishments has been reduced due to absorption of the increase Bureauwide and fixed costs.

**Forest Development**

Forest development is an integral part of the commercial timber program which provides silvicultural practices needed to achieve sustained yield and support the allowable harvest. Reforestation is frequently necessary to promote regeneration of trees after harvest and to ensure that the new forest will contain the most desirable timber species. Tractor piling and prescribed burning for site preparation are often required prior to the actual reforestation. Land treatments are sometimes necessary so that planted seedlings can achieve full development without undue competition from other plant species which tend to proliferate in newly cut areas. Later, precommercial thinning may be necessary to remove excess trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand.

**Timber Stand Improvement**

Precommercial thinning of ponderosa pine will increase the growth rate and improve the quality of the remaining trees.

An analysis of forest development needs has indicated that backlogs of reforestation and timber stand improvement have developed through the years. These backlogs were caused by several factors. Fire and insects have destroyed many stands which have not been rehabilitated. Reforestation techniques employed before the 1970's suffered a high failure rate. Reliance on natural regeneration for some areas during this period also proved to be ultimately unsuccessful. Improved knowledge about reforestation techniques and stocking levels has greatly reduced reforestation failures. Additional funding in recent years targeted for backlog reduction has allowed BLM to analyze the situation and begin a gradual reduction in reforestation backlog acreage. The reforestation backlog has been reduced to approximately 13,500 acres, down from the initial 20,700 acres identified as backlog. A review will be made during 1989 to determine if the goals of reducing the backlog are being successful. At the Base level, a total of 2,500 acres would be reforested. This acreage is higher than that which will be accomplished in 1989 because reduced seedling availability will preclude the accomplishment of some of the 1989 scheduled acreage.

**Woodland Management**

The primary focus of the woodlands program differs substantially from that of the timber program. Woodlands are managed for stewardship reasons or for the production of those types of products that are generally purchased by individuals for their own consumption. In some areas where demand for these products is high, they are occasionally sold to small businesses that resell to individuals.

The BLM's woodland management policy emphasizes product sales and discourages free use. These lands are being inventoried and the variety of woodland products being sold is increasing. Activities carried out for other resource programs, such as removal of shrub stands by mechanical chaining to improve range conditions, have been redirected to yield forest product sales as well.

Sale of woodland products involves fewer activities than commercial timber sales. The activities are: (1) sale and issuance of permits, (2) consultation and establishment of product harvest areas, (3) field compliance monitoring, and (4) support activities such as environmental analyses and archaeological surveys.

The following table shows the distribution of the BLM woodlands by State:

**State Woodlands Distribution**

| State | Woodlands (thousands of acres) |
|---|---|
| Arizona | 1,240 |
| California | 387 |
| Colorado | 3,536 |
| Idaho | 385 |
| Montana | 138 |
| Nevada | 6,210 |
| New Mexico | 1,721 |
| Oregon (Eastern) | 286 |
| Utah | 6,418 |
| Wyoming | 207 |
| Total | 20,528 |

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 6,725 | 6,549 | -176 |
| FTE | (127) | (124) | (-3) |

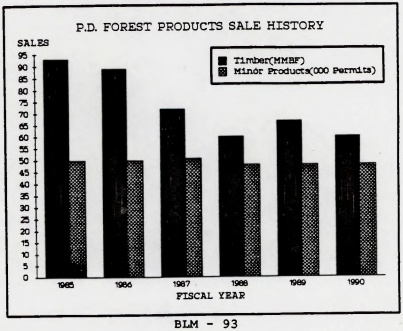
The 1990 estimate includes a decrease of $176,000 and 3 FTE from the base level for the forest management subactivity.

The proposed decrease will be achieved by reducing the volume offered for sale in 1990 by 5 MMBF through eliminating sales in those areas that are less productive and/or are least cost effective. Reforestation acres and timber stand improvement acres will also be slightly reduced by 200 acres and 100 acres respectively. These reductions, although small, will result from eliminating those acres that are of lower priority and are less productive. The woodland program will be maintained at the base level since it is currently operating at a low cost-level and is a highly visible part of the program to the general public. A portion of the reduced workload accomplishments results from the effect of absorbing additional fixed costs within BLM.

**P.D. Forestry Workload Accomplishments**

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Inventory (000's of acres) | 7 | 41 | 41 | 41 | --- |
| Forest plans prepared (#) | 45 | 40 | 50 | 50 | --- |
| Timber offered for sale (MBF) | 60,425 | 67,000 | 65,000 | 60,000 | -5,000 |
| Other forest products (permits issued) | 49,854 | 48,000 | 48,000 | 48,000 | --- |
| Land treatment (acres) | 6,437 | 3,200 | 3,000 | 3,000 | --- |
| Reforestation (acres) | 2,697 | 1,725 | 2,500 | 2,300 | -200 |
| Timber stand improvement (acres) | 1,002 | 1,000 | 1,000 | 900 | -100 |
| Pest Control (acres) | 428 | 400 | 400 | 400 | --- |



**Distribution of change by object class**

The object class detail for the proposed decrease of $176,000 and 3 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 3 | $ 90,000 |
| Personnel benefits | | 18,000 |
| Travel and transportation of persons | | 6,000 |
| Transportation of things | | 4,000 |
| Other services | | 43,000 |
| Supplies and materials | | 15,000 |
| Total | | $176,000 |

Activity: Renewable Resources Management
Subactivity: Wild Horse and Burro Management

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 14,560 | 14,569 | 12,314 | -2,246 | -2,255 |
| FTE | (145) | (145) | (125) | (-20) | (-20) |

Authorizations

| | |
|---|---|
| 43 U.S.C. 1732, 1734<br>P.L. 94-579 | The *Federal Land Policy and Management Act (FLPMA) of 1976* authorizes collection of service charges to finance the costs of certain applicant activities. |
| 16 U.S.C. 1331-1340<br>P.L. 92-195 | The *Wild Free-Roaming Horse and Burro Act of 1971,* as amended by the *Public Rangelands Improvement Act (PRIA) of 1978,* P.L. 95-514, provides for the management, protection and control of wild horses and burros on Public Lands and authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the government. |
| 43 U.S.C. 1901 *et seq.*<br>P.L. 95-514 | The *Public Rangelands Improvement Act (PRIA) of 1978* establishes the policy of improving the Federal rangeland conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros. |
| 41 U.S.C. 501<br>P.L. 95-24 | The *Federal Grant and Cooperative Agreement Act of 1977* distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes government-wide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies. |

Objectives

The objectives of the wild horse and burro program are to:

- Protect and manage wild horses and burros through implementation of herd management area plans and monitoring of herd areas in accordance with land use plan decisions;
- Manage herds in accordance with land use planning decisions and continue efforts to achieve the appropriate management level, which is estimated to be between 30,000 and 31,000 animals, by 1991; and
- Dispose of excess wild horses and burros in a humane and efficient manner by destruction of old, sick, or lame animals, by placing healthy adoptable animals in private care, and by placing unadopted animals on sanctuaries.

Base program

The 1990 Base level for the wild horse and burro management program is $14,569,000 and 145 FTE.

Wild horses and burros typically occupy public rangeland areas in common with wildlife species and livestock. The long-term numbers of each group to be managed in each area is determined through the resource management planning process based on the availability of resources and habitat requirements such as forage and water. Allocation decisions are subsequently monitored and adjusted if necessary. Based on the results of the completed BLM plans (approximately 95% of the planning is completed in areas of significant wild horse and burro populations), it is estimated that Public Lands will support between 30,000 and 31,000 wild horses and burros on about 200 herd management areas. Herd management area plans (HMAP's) will be prepared for all herd management areas to guide the management of individual herds and habitats, including monitoring requirements.

Following removal from the Public Lands all healthy animals are made available for adoption to qualified applicants for a standard fee. During 1990, adoption fees for horses will continue at $125 and the fee for burros will be $75 per animal. These fees are deposited in the "Service Charges, Deposits, and Forfeitures" account and are available through appropriation for use in the wild horse and burro program.

Regulations published in May 1984 allow the Director to adjust the adoption fee for animals not considered adoptable under standard fees. While this rule has been successful in increasing the adoption of less desirable animals, concerns about misuse of the adopted animals have prompted the BLM to terminate that program. The termination has resulted in a decrease of approximately 200 compliance inspections in the Base program.

The 1989 program includes removal of 9,600 animals and adoption of 8,840 animals, Since the fee-waiver program has been terminated, all adoptions will be at full fee. In rare cases BLM may allow a few animals to be adopted at reduced fees. Completion of the planned number of regular adoptions requires a significant increase in the adoption effort. This increased effort will allow nearly all animals under 7 years of age in contract maintenance centers or captured in 1989 to be adopted.

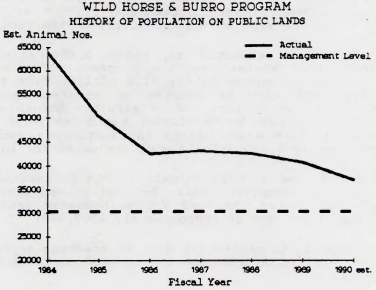
The remaining animals, which are 7 years or older or are undesirable for other reasons, will be sent to sanctuaries. Past experience indicates that approximately 30% of the animals captured will fall into this category. The BLM initiated the sanctuary program in 1988, as an alternative to fee-waivers, and it places the less desirable animals on private land to roam relatively undisturbed. Federal funding is provided for up to 3 years at which time private funding is expected to be sufficient to sustain sanctuary operations.

One sanctuary with capacity for about 1,800 animals was opened late in 1988. The conference committee report on the 1989 Interior appropriations Act recommends that "more than one sanctuary in more than one climate or geographical type should be established". Consequently, the BLM anticipates that at least one additional sanctuary will be established by the end of 1989. Sanctuary space for approximately 6,000 animals is expected to be needed by the end of 1990. Due to the expanded adoption effort and the sanctuary program, there will not be a need beyond 1989 for contract maintenance centers to care for animals pending adoption. It is anticipated that sufficient space for holding newly captured animals will be available in BLM facilities.

The 1989 appropriations conference committee report also recommends the establishment of an oversight committee or advisory group to assist the BLM in its responsibility of reaching appropriate management levels through humane, cost effective management practices. With the reactivation of the Wild Horse and Burro Advisory Board, the BLM will regain the opportunity to provide a public forum that in strictly an advisory capacity, will gather and analyze information, make studies, and hear public testimony in order to offer advice and develop recommendations from a national, public-interest perspective for the Secretary and the BLM Director to consider.

An estimated 40,760 wild horses and burros will inhabit about 200 herd areas on Public Lands at the start of 1990. This is approximately 2,000 less animals than at the start of 1989.

The BLM will be in the 6th year of its effort to reduce the wild horse and burro populations from approximately 64,000 at the start of 1985 to the estimated appropriate management level of 30,500 in order to establish a population in balance with available Public Lands resources. The following graph shows the reduction of the wild horse and burro numbers on the Public Lands:




Most emphasis at the base level would be on removing animals and adopting those remaining in BLM and contract facilities from previous years. At Base level, 11,000 animals would be removed from the Public Lands. With only 70 percent of the total animals captured being suitable for the adoption program, the maximum number of animals adopted in 1990 is limited to about 6,600 wild horses and burros. The remaining 30 percent of the animals would go to sanctuaries, except for those animals that are old, sick, or lame and either die or have to be destroyed. Although this level of adoption is approximately 25 percent lower than in 1989, it does represent placement of all adoptable animals expected to be available in 1990.

The prison wild horse training program will continue to provide training to enhance the adoptability of some older animals and provide care for an average of 1,200 animals pending their adoption. No contract maintenance centers will be needed in 1990.

Sanctuaries will be continued at the Base level with an estimated 6,600 animals being maintained by the end of 1990. The base program also allows the BLM to increase on-the-ground management of wild horses and burros by funding development and implementation of 10 new Herd Management Area Plans (HMAPs).

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 14,569 | 12,314 | -2,255 |
| FTE | (145) | (125) | (-20) |

The 1990 Estimate includes a decrease of $2,255,000 and 20 FTE. This funding level allows the removal of 8,700 excess wild horses and burros. The population on Public Lands will decline from about 40,760 animals at the start of 1990 to a total of 39,400 by the end of the year. This level of removal would provide a savings of approximately $720,000 from the Base, and yet provide continued progress toward attainment of the estimated appropriate management level of 30,500 wild horses and burros on the Public Lands.

The adoption program is expected to place 5,400 animals with private individuals through the regular adoption program. This level of adoptions will provide a savings of approximately $1.2 million from the Base. A small number of animals will also be adopted at reduced fees or provided to nonprofit organizations at no cost. This effort combined with the estimated 870 animals which die or must be destroyed, would result in about 2,300 older and less desirable animals being placed in sanctuaries during 1990. By the end of 1990 approximately 6,000 animals would be cared for in sanctuaries.

With the exception of some younger animals in BLM preparation facilities, all animals suitable for adoption will be maintained in prison training facilities. This eliminates the need for maintenance facility contracts in 1990, thus providing a savings of approximately $300,000.

As the BLM moves toward its management goal of reaching appropriate management levels in 1991, it will focus additional attention on the animals which remain on the Public Lands.

A portion of the reduced workload accomplishments results from the effect of absorbing increases in bureauwide fixed costs.

## Wild Horse and Burro Workload Accomplishments

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Herd management area plans implemented | 12 | 10 | 10 | 10 | --- |
| Herd areas monitored | 139 | 129 | 142 | 142 | --- |
| Animals removed | 8,860 | 9,600 | 11,000 | 8,700 | -2,300 |
| Animal disposition: | | | | | |
| Adoption | 10,170 | 8,840 | 6,600 | 5,400 | -1,200 |
| Death (old, sick, lame) | 1,090 | 1,100 | 1,100 | 870 | -230 |
| Compliance checks | 500 | 500 | 300 | 300 | --- |
| Animals maintained in contract corrals (average) | 4,855 | 1,670 | --- | --- | --- |
| Animals maintained in contract corrals (EOY) | 4,210 | --- | --- | --- | --- |
| Animals in prison program (average) | 870 | 1,220 | 1,200 | 1,100 | -100 |
| Animals maintained in sanctuaries (average) | 530 | 3,700 | 6,600 | 6,000 | -600 |
| Population on Public Lands (EOY) | 42,350 | 40,760 | 37,100 | 39,400 | +2,300 |

**Distribution of change by object class**

The object class detail for the proposed decrease of $2,255,000 and 20 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 20 | $ 600,000 |
| Personnel benefits | | 120,000 |
| Travel and transportation of persons | | 55,000 |
| Transportation of things | | 352,000 |
| Rent, communications and utilities | | 53,000 |
| Other services | | 1,005,000 |
| Supplies and materials | | 40,000 |
| Equipment | | 30,000 |
| Total | | $2,255,000 |

Activity: Renewable Resources Management
Subactivity: Grazing Management

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 34,600 | 34,848 | 33,206 | -1,394 | -1,642 |
| FTE | (800) | (799) | (769) | (-31) | (-30) |

**Authorization**

| | |
|---|---|
| 43 U.S.C. 1711, 1732, 1751, 1753 P.L. 94-579 | The *Federal Land Policy and Management Act of 1976*, as amended, provides for range management, rehabilitation, protection, improvement, planning, and administration on the basis ofsustained yield. It also requires the preparation and maintenance of an inventory of public land resources on a continuing basis. |
| 43 U.S.C. 1901-1908 P.L. 95-514 | The *Public Rangelands Improvement Act of 1978* requires the improvement of the condition of public rangelands, and other range management practices. |
| 43 U.S.C. 315 P.L. 73-482 | The *Taylor Grazing Act of 1934*, as amended, provides for the regulation of livestock grazing, improvement of the productive capacity of the public range, and stabilization of the livestock industry. |
| 42 U.S.C. 1241-1243 P.L. 90-583 | The *Carlson - Foley Act of 1968* authorizes the agency to reimburse States for expenditures associated with coordinated control of noxious plants. |
| 42 U.S.C. 4321, 4331, 4335, and 4341-4347 P.L. 90-190 | The *National Environmental Policy Act of 1969* requires the preparation of an environmental impact statement for any Federal project which may have a significant effect on the environment. |
| 7 U.S.C. 1012-1013A P.L. 75-210 | The *Farm Tenant Act of 1937 ("Bankhead-Jones Act")* provides for management of acquired farm tenant lands. |
| 41 U.S.C. 501 P.L. 95-224 | The *Federal Grant and Cooperative Agreement Act of 1977* distinguishes Federal grant and cooperative agreement relationships from Federal procurement relationships and establishes governmentwide criteria for selection of appropriate legal instruments to achieve uniformity in the use of such instruments by the executive agencies. |
| E.O. 12548 | Provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands. Provides further that the fee shall not be less than $1.35 per animal unit month. |

**Objectives**

The major objectives of the grazing management program are to:

- Provide for the orderly administration of 28,160 grazing permits or leases for livestock grazing on Public Lands under the principles of multiple use and sustained yield, consistent with appropriate livestock grazing management practices;

- Conduct monitoring studies on 10,000 priority allotments to determine proper stocking levels and to evaluate the effectiveness of management actions in achieving resource management objectives;

- Establish an ecological site data baseline for developing management plan monitoring studies, and determining range condition and trend for both uplands and riparian areas;

- Categorize allotments through resource management planning and set priorities for management and development of areas designated for grazing (grazing allotments);

- Develop and implement appropriate agreements or plans for "I" category ("Improve") allotments within 5 years following the land use plan or grazing EIS record of decision and program summary;

- Maintain the current emphasis on improving riparian areas through the planning, implementation, and monitoring of grazing management actions.

- Encourage participative management with livestock operators and provide incentives for private investments in range improvements on the Public Lands;

- Maintain cooperative programs with States and counties for noxious weed control on Public Lands; and

- Maintain a cooperative program with Animal and Plant Health Inspection Service (APHIS) for Mormon cricket and grasshopper control on Public Lands.

**Base program**

The Base program for the grazing management program is $34,848,000 and 799 FTE.

BLM issues about 28,160 grazing bills annually to authorize grazing for the 4.3 million cattle, sheep, goats, and horses that depend on 170 million acres of Public Land for all or part of their yearly forage requirement. The BLM has completed the implementation of its new automated billing system. Administration of the permits and leases includes supervision to ensure compliance with the stated numbers, time periods, terms, and conditions specified in the permit or lease. Approximately 60 workyears of BLM staff time are required to conduct grazing use supervision.

The BLM has completed the 142 grazing EIS's which resulted from the court ruling on the *Natural Resources Defense Council (NRDC) et. al. v. Morton et. al.* lawsuit. This completes the EIS preparation effort which began in 1975, and the workload has now shifted from this effort to monitoring and project planning.

Monitoring provides a reliable mechanism for enabling the BLM to determine the effects of current livestock grazing management practices, and determine if management practices are meeting resource objectives. Ecological site inventories will be conducted on 4.2 million acres for baseline data to support

monitoring and to determine the extent, conditions and potentials of riparian areas. Monitoring is used to analyze the changes in range condition from a baseline over time. Monitoring studies include forage utilization (a measure of the total amount of forage consumed by livestock, wildlife, wild horses, etc.), actual use (the number of livestock on the range), trends (changes in plant indicators such as frequency, density, etc.) and climate (measured precipitation).

These monitoring techniques are applied in various combinations and intensities depending upon the management objectives for any particular allotment or class of allotments. Those allotments categorized for "improvement" require the most intensive monitoring effort while those categorized for "maintenance" (maintaining existing resource conditions) allow for reduced study efforts. Field data was collected on 6,800 allotments in 1988, and an estimated 10,000 allotments will be monitored in 1989 and at the 1990 Base level.

At the Base level, the BLM will develop 217 grazing agreements or plans. These plans are agreements that specify rangeland objectives and are developed as allotment management plans (AMP's). AMP's are prepared with prescribed livestock grazing practices designed as a tool to manage the use of vegetation resources for sustained yield of forage plants, protection or enhancement of riparian and other unique plant communities, and protection of watershed values, as well as other objectives. All plans are monitored to analyze changes in rangeland condition and to determine if objectives are being met.

Improvement of the public rangelands is accomplished through a policy of concentrating efforts and funds where the greatest need and best potential for improvement exists. Grazing plans are developed and physical improvements are made to provide improvement in range condition on those allotments where investments will yield the highest returns as identified through an investment analysis procedure. The investment analysis includes management considerations for protection and enhancement of riparian areas.

The BLM places a high priority on the management and restoration of riparian systems. Riparian area enhancement is a key issue on rangeland watersheds and will be a focal point of resource management priorities well into the next decade. While riparian areas typically contain less than 1 percent of the land base, they make up some of the most important areas within the Public Lands. Consequently, the grazing program is only one of several BLM programs in which riparian management is a high priority.

Specific investments to improve riparian areas in apparent unsatisfactory conditions will receive priority ranking especially where multiple-use benefits are high. The Base program provides capability for 50 development projects such as fencing, off-site water developments and vegetation improvements that not only enhance the grazing opportunities, but also other resources such as riparian values, wildlife habitat and recreational opportunities. Preliminary planning and investment analysis for improvements are funded in this subactivity. Funding for constructing or implementing the physical improvements primarily comes from the "Range Improvements" appropriation.

The BLM has reduced expenditures where improvement costs would be extremely high or where the existing management practices will maintain the presently acceptable conditions. The Rangeland Improvement Policy has encouraged private parties and other beneficiaries to contribute funds toward improvement of rangeland conditions and has shifted maintenance responsibilities to the benefiting user. The BLM continues to be responsible for maintenance of land treatments and certain structural improvements.

Noxious weed infestations, which pose health hazards to grazing animals and spread to adjacent agricultural lands, occur sporadically on the Public Lands throughout the western United States. These infestations are the subject of various weed control efforts since they provide another seed source and are a threat to adjacent private lands. Cooperative weed control efforts exist among BLM and other Federal, state, and county agencies. BLM provides approximately $1,300,000 for about 200 control sites within the 5 project areas.

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 34,848 | 33,206 | -1,642 |
| FTE | (799) | (769) | (-30) |

A decrease of $1,642,000 and 30 FTE is proposed at the 1990 Estimate level.

Since inventory for baseline data on riparian and related uplands was enhanced in 1989 and provided data necessary to develop plans for the highest riparian needs, a reduced level of inventory can be accommodated in 1990. This reduction will result in a savings of approximately $300,000.

In order to accommodate the BLM priority initiatives such as current monitoring capability and the absorption of fixed costs by BLM, activity plan preparation will be deferred on 25 allotments, along with a reduction of 50 project developments. Projects to implement existing activity plans will be accomplished with available "Range Improvement" funds. Additionally with the enhanced funding in 1989 for project maintenance it was possible to reduce by 35 projects the maintenance needs in 1990. The overall saving that will result from the deferral of this lower priority work is approximately $1.1 million. The saving resulting from deferring preparation of 25 activity plans is approximately $269,000.

In the 1990 program, funding emphasis will be to implement resource management plan decisions on a priority basis. This includes the orderly use and administration of livestock grazing, and implementing/continuing monitoring studies on most 'I' and 'M' category allotments to evaluate the effectiveness of rangeland management actions in achieving resource management objectives. The BLM will also emphasize the proper management of riparian and upland ranges through use of the categorization process, and implementation of range improvement and riparian policies.

A portion of the reduced workload accomplishments result from the BLM absorbing the costs of additional bureauwide fixed costs.

## Grazing Management Workload Accomplishments

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Inventory (000's acres) | 3,100 | 4,400 | 4,200 | 3,100 | -1,100 |
| EIS's completed (#) | 4 | 1 | --- | --- | --- |
| Grazing plans (# completed) | 143 | 222 | 217 | 192 | -25 |
| Leases/permits administered (# issued) | 28,160 | 28,160 | 28,160 | 28,160 | --- |
| Project development (# developed) | --- | 50 | 50 | --- | -50 |
| Project maintenance (# maintained) | 74 | 120 | 110 | 75 | -35 |
| Weed control (# projects) | 5 | 5 | 5 | 5 | --- |
| Allotments Monitored (#) | 6,800 | 10,000 | 10,000 | 10,000 | --- |

**Distribution of change by object class**

The object class detail for the proposed decrease of $1,642,000 and 30 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 30 | $ 900,000 |
| Personnel benefits | | 180,000 |
| Travel and transportation of persons | | 40,000 |
| Transportation of things | | 40,000 |
| Rent, communications and utilities | | 150,000 |
| Printing and reproduction | | 9,000 |
| Other services | | 280,000 |
| Supplies and materials | | 43,000 |
| Total | | $1,642,000 |

## Justification of Program and Performance

**Activity:** Renewable Resources Management
**Subactivity:** Soil, Water, and Air Management

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 14,471 | 14,546 | 13,221 | -1,250 | -1,325 |
| FTE | (262) | (262) | (231) | (-31) | (-31) |

### Authorization

| | |
|---|---|
| 43 U.S.C. 1701, 1711<br>P.L. 94-579 | The *Federal Land Policy and Management Act of 1976* provides for management of the Public Lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of public land resources and other values on a continuing basis and compliance with applicable State and Federal air and water pollution control laws. |
| 43 U.S.C. 315<br>P.L. 73-482 | The *Taylor Grazing Act of 1934*, as amended, provides for the study of erosion control and development of improvements necessary to maintain an increased water supply. |
| 33 U.S.C. 404<br>P.L. 95-217 | The *Clean Water Act*, as amended, by the *Water Quality Act of 1987 (WQA)*, requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of non-point source pollution. |
| 43 U.S.C. 1901 *et seq.*<br>P.L. 95-514 | The *Public Rangelands Improvement Act of 1978* provides for improving the condition of the public rangelands. It calls for the inventory and monitoring of current conditions and trends on public rangelands. Improvements include any program to provide water, stabilize soil and water conditions, and provide habitat for livestock and wildlife. |
| 42 U.S.C 201<br>P.L. 95-190 | The *Safe Drinking Water Act Amendments of 1977* amended Section 2 of the *Safe Drinking Water Act* to require compliance with all Federal, State, or local statutes for safe drinking water. |

| | |
|---|---|
| 43 U.S.C. 1593<br>P.L. 98-569 | The *Colorado River Basin Salinity Control Act Amendment of 1984* amends Section 203 of the *Colorado River Basin Salinity Control Act* and directs the Department of the Interior to undertake research and develop demonstration projects to identify methods to improve the water quality of the Colorado River. The amendment requires BLM to develop a comprehensive salinity control program, and to undertake advanced planning on the Sinbad Valley Unit. |
| 33 U.S.C. 467<br>P.L. 92-367 | The *National Dam Inspection Act of 1972* requires the Secretary of the Army, acting through the Chief of Engineers, to carry out a dam inspection program to protect human life and property. The Secretary establishes a comprehensive national program of inspection and regulation and coordination of responsibilities assumed by Federal agencies. BLM is responsible for collecting data on dams on Public Lands of 25 feet or more in height which impound 50 acre-feet of water or more. |
| 16 U.S.C. 2001<br>P.L. 95-192 | The *Soil and Water Resources Conservation Act of 1977* provides for the conservation, protection and enhancement of the Nations soil, water, and related resources for sustained use. |
| 42 U.S.C. 7401-7642<br>P.L. 95-95 | The *Clean Air Act of 1977*, as amended, requires BLM to protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans. |
| 42 F.R. 26951<br>E.O. 11988 | *Executive Order 11988, Floodplain Management, May 24, 1977*, provides for the restoration and preservation of natural and beneficial floodplain values on the Public Lands. |
| 43 F.R. 47707<br>E.O. 12088 | *Executive Order 12088, Federal Compliance with Pollution Control Standards, October 17, 1978*, sets the requirements for standards applicability, agency coordination and limits on exemptions from standards. |

**Objectives**

The major objectives of the soil, water, and air management program are to:

- Schedule and conduct soil surveys to provide baseline data on 157 million acres of Public Land by 1992;
- Provide soil, water and air resource information for use in planning, development, and management of BLM multiple-use programs such as energy, minerals, forestry, fire management, wilderness and range management;
- Develop and maintain watershed improvements designed to minimize harmful consequences of erosion, saline discharges, and flood and sediment damage to improve Public Land watershed conditions;
- Provide for the legal and physical availability of water to meet multiple-use needs by filing for water rights in compliance with State law;

- Maintain, restore or improve riparian-related values with multidiciplinary approaches for achieving a healthy, productive ecological condition and maximum long-term benefits; and

- Coordinate with State water quality programs relating to nonpoint source management activities, including Best Management Practices.

**Base program**

The 1990 Base level for Soil, Water and Air is $14,546,000 and 262 FTE.

This program provides basic data and technical information for soil, water and air resources. The program includes monitoring efforts to determine the effectiveness of BLM management programs on the Public Land watersheds and airsheds, and to determine if management actions and investments are achieving the intended objectives while meeting required water and air quality standards. Watershed planning, development, and maintenance provide for stabilizing soils, improving water quality through land treatment or development projects, protecting or improving riparian areas, reducing soil loss and erosion through placement of retention structures, and protecting public health and safety. Climate monitoring and data are coordinated to support various BLM programs.

At the 1990 Base level, watershed inventories are planned for 5.7 million acres of Public Land including 2.3 million acres of riparian inventory. These baseline data provide information on soil erosion, sedimentation, and water quality and quantity. The results are used to determine watershed condition and to establish priorities for management actions resulting from land use planning.

Soil surveys which assess the productive capability of the land and provide interpretations of soil productivity will be completed on 3.5 million acres at the Base level. By the end of 1990, 148 million acres of Public Land will have been covered by soil surveys. This represents 94 percent of the total acreage targeted for completion by 1992.

In response to water rights adjudications in various western States, BLM quantifies and identifies uses associated with Public Land management. In 1990 the Base level of water sources quantified remains at 8,600 due to scheduled State adjudications. Within the Base program, efforts will be directed toward using this and other previously collected information to file water rights claims in compliance with State law where adjudication of water for beneficial uses is being done by the various State courts or officials.

Within the air portion of the program, BLM presently operates 90 monitoring stations which will continue to provide data on climatic conditions and air quality for BLM planning and EIS efforts, and to support operational activities such as grazing, prescribed burning, smoke management, fire rehabilitation, wilderness baseline monitoring, and energy and minerals development. With increased use of prescribed burns in forest management and rangeland activities, more emphasis is being placed on modeling for smoke management and regulatory compliance.

As a cooperative member of the Interagency Task Force on Acid Precipitation, the BLM supports the operation of 15 acid rain monitoring stations in the western United States by committing $100,000 toward this effort. Data obtained are used to determine baseline conditions and to assess the significance of acidic deposition.

Watershed monitoring is conducted to document changes in soil erosion, sedimentation, water quality, water quantity and riparian condition. The data are used to determine whether specific soil and water management objectives are being achieved and to assess compliance with legal standards. Approximately 2,600 watershed stations are monitored under the Base program.

The Base program emphasizes maintenance of 175 existing projects currently in good condition, correction of unsafe or deteriorating watershed conditions, and protection of human safety and property. The BLM also assesses needs, develops plans, and implements watershed and riparian improvement projects to control erosion, runoff, flooding, and salinity, and to improve riparian areas and water quality. The Base program would allow construction of 290 new watershed and riparian improvement projects. The BLM develops watershed activity plans following completion of resource management planning with the objectives of watershed and riparian protection, and to ensure that funds are targeted to soil, water, and riparian improvements of highest priority and where the greatest benefits can be derived.

BLM plans to continue to inspect and evaluate dam structures on Public Lands to ensure that they are safe and do not have the potential to endanger life or property. The Base program level provides for rehabilitation of 10 structures identified as potentially needing repair.

Decrease from 1990 Base

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 14,546 | 13,221 | -1,325 |
| FTE | (262) | (231) | (-31) |

A decrease of $1,325,000 and 31 FTE is proposed at the 1990 Estimate level.

The proposed funding level will provide for appropriate management of watershed resources, and monitoring of riparian areas improved with 1989 funding. At the requested level, 235 watershed improvement projects will be completed in 1990 while 55 projects will be deferred at a savings of $450,000. Eighteen activity plans will be prepared at the request level, 27 fewer than the Base, resulting in a deferral of longer term plans for lower priority watershed enhancement activities saving $405,000. Inventory will be undertaken on approximately 3 million acres of Public Land to determine the watershed and riparian area conditions. Inventory efforts on 2.7 million acres of lower priority areas will be deferred resulting in a savings of $320,000.

There will be 5,600 water source quantifications completed in 1990, while 3,000 lower priority units will be deferred. This 5,600 level still allows the BLM to meet its commitment to State water adjudication requirements including high priority efforts in two States. The deferral of 3,000 water source qualification units will provide a savings of $150,000. The soil survey, monitoring, project maintenance, and dam safety efforts will remain constant with the 1990 Base programs.

The absorption of fixed costs by the BLM has been factored into the previously described 1990 workload accomplishments.

## Soil, Water and Air Workload Accomplishments

The planned workload accomplishment for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Inventory (000s acres) | 3,080 | 5,900 | 5,700 | 3,000 | -2,700 |
| Soil Survey (000s acres) | 3,500 | 3,500 | 3,500 | 3,500 | --- |
| Water sources quantified (#) | 4,600 | 8,600 | 8,600 | 5,600 | -3,000 |
| Air monitoring (# stations) | 105 | 105 | 105 | 105 | --- |
| Watershed activity plans (#) | 37 | 48 | 45 | 18 | -27 |
| Monitoring (# stations) | 2,615 | 2,600 | 2,600 | 2,600 | --- |
| Watershed improvements (#) | 250 | 300 | 290 | 235 | -55 |
| Project maintenance (#) | 160 | 175 | 175 | 175 | --- |
| Dam safety (# projects) | 10 | 10 | 10 | 10 | --- |

**Distribution of change by object class**

The object class detail for the proposed decrease of $1,325,000 and 31 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel Compensation | 31 | $ 930,000 |
| Personnel Benefits | | 186,000 |
| Travel and transportation of persons | | 20,000 |
| Transportation of things | | 10,000 |
| Rent, communications and utilities | | 83,000 |
| Other services | | 70,000 |
| Supplies and materials | | 26,000 |
| Total | | $1,325,000 |

Activity: Renewable Resources Management
Subactivity: Wildlife Habitat Management

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 19,985 | 20,063 | 16,559 | -3,426 | -3,504 |
| FTE | (362) | (362) | (312) | (-50) | (-50) |

**Authorization**

| | |
|---|---|
| 43 U.S.C. 1701 *et seq.*<br>P.L. 94-579 | The *Federal Land Policy and Management Act of 1976*, identifies fish and wildlife development and utilization as a major use of the Public Lands; directs that the Public Lands be managed to provide food and habitat for fish and wildlife; authorizes the use of Range Betterment Funds for the protection, maintenance, rehabilitation, improvement, and management of wildlife habitat, and provides for the preparation and maintenance of an inventory of Public Land resources on a continuing basis. |
| 16 U.S.C. 715<br>P.L. 70-770 | The *Migratory Bird Conservation Act of 1929*, as amended, and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds. |
| 16 U.S.C. 1531 *et seq.*<br>P.L. 93-205 | The *Endangered Species Act of 1973 (ESA)*, as amended, directs Federal agencies to ensure that their actions do not jeopardize threatened and endangered (T/E) species, and to help bring about their recovery. |
| 16 U.S.C. 670 *et seq.*<br>P.L. 93-452 | The *Sikes Act of 1974*, as amended, provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies. |
| 43 U.S.C. 315<br>P.L. 73-482 | The *Taylor Grazing Act of 1934*, as amended, provides for wildlife management on public lands. |
| 43 U.S.C. 1901 *et seq.*<br>P.L. 95-514 | The *Public Rangelands Improvement Act (PRIA) of 1978* directs that the condition of the public rangelands be improved so that they become as productive as feasible for wildlife habitat and other rangeland values. |
| 30 U.S.C. 1201 *et seq.*<br>P.L. 95-87 | The *Surface Mining Control and Reclamation Act of 1977* provides that lands may be declared unsuitable for surface coal mining where significant adverse impacts could result to certain wildlife species. |

| | |
|---|---|
| 16 U.S.C. 3101 *et seq.*<br>P.L. 96-487 | The *Alaska National Interest Lands Conservation Act (ANILCA) of 1980* provides for the special designation of certain Public Lands in Alaska and conservation of their fish and wildlife values; management for subsistence uses of fish and wildlife resources on Public Lands by residents of rural Alaska; and protection of the wildlife resources on North Slope lands impacted by oil and gas exploration and development activities. |
| 42 F.R. 26951<br>EO 11988 | *Executive Order 11988, Floodplain Management (May 24, 1977)* provides for the restoration and preservation of national and beneficial floodplain values on the Public Lands. |
| 42 F.R. 26961<br>EO 11990 | *Executive Order 11990, Protection of Wetlands (May 25, 1977)* directs that wetland and riparian habitats on the Public Lands be identified, protected, enhanced, and managed. |

**Objectives**

In 1988 a strategic plan for the BLM wildlife and fisheries program was completed. This plan, entitled *Fish and Wildlife 2000*, describes goals and objectives for more efficient management of fish and wildlife resources on the Public Lands and outlines the direction of the BLM's efforts between now and the year 2000. Program goals and objectives are identified on the basis of three major components as follows: Wildlife Habitat Management, Fisheries Habitat Management, and Threatened and Endangered Species (T/E) Habitat Management.

Program objectives for each of these three components are:

**Wildlife Habitat Management**

- Ensure optimum populations and a natural abundance and diversity of wildlife resources on the Public Lands as part of the multiple-use concept by restoring, maintaining, and enhancing wildlife and fisheries habitat conditions.

- Ensure that big game/upland game species on the Public Lands are provided habitat of sufficient quantity and quality to sustain identifiable economic and/or social contributions to the American people.

- Help perpetuate a diversity and abundance of waterfowl for the Nation by managing the wetlands and other important waterfowl habitats on the Public Lands.

- Provide suitable habitat conditions for birds of prey on the Public Lands through the conservation and management of essential habitat components.

- Manage riparian areas to achieve a healthy and productive condition for long-term benefits and values, in concert with the range and watershed programs.

**Fisheries Habitat Management**

- Maintain and/or enhance the fisheries potential of anadromous fish streams in the Pacific Coast drainages.

- Manage habitat for resident fish species that spend all or part of their life cycles on the Public Lands and that are of high economic, social, or scientific value to local communities or the Nation.

**Threatened and Endangered Species Management**

- Increase populations of T/E plants, fish and wildlife on lands managed by BLM and restore species and populations to historic ranges, consistent with BLM land use plans, after consultation with Federal and State wildlife agencies.

- Manage the habitat to maintain populations of plants and animals at a level which will avoid endangering the species and/or the need to list the species as T/E by either State or Federal governments.

- Conserve rare, vulnerable, and representative habitats, plant communities, and ecosystems.

**Base program**

The 1990 Base program for Wildlife and Fish Habitat is $20,063,000 and 362 FTE.

This funding provides for the protection and management of wildlife and fish habitat on Public Land, including habitats of T/E species of fish and wildlife, special status plants, and challenge cost-share projects.

Following is a brief description of the wildlife program separated into three primary categories. These include general wildlife habitat management, fisheries and riparian area management, and threatened and endangered species management. These descriptions provide a general insight into a few of the wildlife species which inhabit the Public Lands and the type of and amount of work that would be accomplished at the Base level associated with BLM's habitat management program.

It should be mentioned that although a certain project is listed under one of the three categories, it could and in many instances will prove beneficial to the other categories as well. The identification of work to one of these three categories is based on the species or types of species which benefit most by the proposed work, be it inventory, project planning and development, or monitoring.

**Wildlife Habitat Management**

The basic purpose of the wildlife habitat management component is to manage Public Lands in a manner that will provide habitat for big game, small game, raptors, waterfowl, nongame animals, and furbearers as part of the multiple-use mix of Public Land management.

Approximately 206 million acres of big game habitat are administered by BLM. This includes habitat for all major big game species of North America (deer, antelope, elk, moose, caribou, etc.). Several of BLM's special initiatives include:

Desert Bighorn Sheep - BLM administers 80 percent of the habitat for this species, some 9 million acres occupied by approximately 10,000 desert bighorns. At the 1990 Base, the BLM will continue to implement the rangewide plan that was developed in 1988 to facilitate the recovery of these sheep in 115 habitat areas.

Deer/Elk - Annual wildfires have destroyed deer and elk winter ranges in Idaho as well as elsewhere. In 1988, BLM began an effort to restore shrubs and other forage plants destroyed by wildfires. This effort involves establishment of greenstrips to reduce the destructive force of future fires, development of shrub species that will live in arid areas, and shrub planting techniques. At the Base level, the rehabilitation efforts will continue, and efforts will be made to restore ranges that have been negatively influenced by natural plant succession or by his man-caused disturbances.

**Waterfowl Habitat**

Productive waterfowl habitat on Public Lands is another of the major goals of "Fish and Wildlife 2000" and the "North American Waterfowl Management Plan".

Waterfowl - BLM administers 20 million acres of wetlands which are biologically essential to continental populations of migratory waterfowl and shorebirds, and economically important to consumptive and nonconsumptive publics.

In 1988, a strategic plan was developed to establish BLM's role in implementing the North American Waterfowl Management Plan (NAWMP). A total of 229 waterfowl habitat management areas occur on BLM lands, of which 52 are identified as major areas of concern in the NAWMP. Fifty-eight of the waterfowl management areas have habitat management plans (HMPs) developed, and at the Base level management will be initiated on approximately 270,000 acres of wetland habitat.

Raptors - A total of 151 key raptor habitat management areas have been identified on Public Lands. Within these key areas, 21 special areas were identified as having regional, national or international significance. Key raptor habitat areas include crucial nesting, feeding, and migration habitat and vary in size from 150 acres to 500,000 acres.

The overall general wildlife habitat need for extensive fish and wildlife habitat inventories continues to decrease while the need for conducting more intensive site-specific or species-specific inventories continues. At the Base level for general wildlife habitat management, inventories covering approximately 11 million acres of wildlife habitat will provide data for the preparation of RMPs and activity plans with objectives involving habitat development or protection.

Monitoring efforts on wildlife habitat areas for multiple-use management are increasing as more land use plans, grazing EISs, and activity plans are completed. At the Base level, 1,086 plans or agreements will be monitored to determine resource trends and assess progress toward meeting habitat development and protection objectives.

As BLM's need for the preparation of new HMPs declines with the additional emphasis placed on implementation of existing HMPs, only 20 HMPs will be written or updated under the Base program.

Approximately 251 wildlife habitat projects will be developed, and nearly 1,000 wildlife projects maintained at the Base level.

The Base level provides $1.5 million for the challenge cost-share projects which when used in conjunction with the offered funding will provide for developments and/or management practices worth between $3 and $4 million. These projects will benefit all categories of the wildlife program. Funds are expended for all types of project development, monitoring, introductions, studies, etc.

**Fish Habitat Management**

The streams, rivers, lakes, and reservoirs on the Public Lands provide spawning, rearing, and other key habitat components for many species of cold and warm water fish. Anadromous fish species, such as salmon and steelhead trout, are important for commercial, recreational, and subsistence purposes. In some areas, warm water and resident trout species also provide important social and economic benefits to local communities.

For the purpose of categorization, riparian area management is also included under this component; however, it should be recognized that although there is a close relationship between riparian areas and fisheries habitat, the two are not synonymous. Many riparian areas that afford critical habitat for other wildlife may very well afford little or no value for fish.

**Anadromous Fisheries** - Some 13,000 miles of spawning and rearing streams for salmon and steelhead trout occur on Public Lands in Alaska, California, Idaho, Oregon, and Washington. Over 58 million pounds of fish spawned on BLM managed streams are harvested annually by commercial fishermen at a current market value estimated at $40 million. In addition, over 1.5 million days of recreational fishing worth approximately $24 million in primary benefits to fishermen takes place on these waters.

In 1988, strategies were developed for achieving the anadromous fish goals and objectives. The strategies identified the following needs over the next 10 years: inventory and evaluation of 3,480 miles of streams; improvement of 464 miles and enhancing additional streams through various land management practices; preparation of 15 cooperative habitat management plans, and monitoring high priority habitats.

**Resident Fisheries** - Resident fisheries habitat management relates to management of habitat for resident trout and warm water species that are important for recreational or scientific purposes. Habitat for these species includes some 85,000 miles of stream, 173,000 acres of reservoirs, and 4 million acres of lakes.

**Riparian Area Management** - Riparian areas, the narrow band of green vegetation along rivers, streams, springs, bogs, lakes, and ponds, represent only about one percent of the acreage encompassed by the Public Lands. These areas have ecological significance far beyond their small acreage. They provide vital components of the habitat for hundreds of wildlife and fish species, remove sediment from water, afford greater water storage capacity, dissipate flood waters and offer excellent recreational opportunities for individuals utilizing the Public Lands.

**Improved Habitat**

Good habitat condition while providing for multiple use is the result of good planning.

The strategies for restoration and management of these vital areas include interdisciplinary efforts and a participative approach especially in concert with livestock grazing and timber harvest management activities. Field demonstrations have proven that riparian areas can be restored when properly managed. One of the objectives is to achieve good or better ecological condition in 75 percent of the riparian areas by 1997. The Base program enables management efforts toward this end during 1990.

Management of these habitats is achieved through implementing land use and activity plans, developing coordinated habitat management approaches, and implementing on-the-ground management. Monitoring these actions assures that fishery and riparian resource values are considered and properly implemented. At the 1990 Base level, approximately 4 million acres of inventory will be completed, 30 plans will be prepared, 362 plans monitored, 400 new projects developed, and 215 projects maintained.

**Threatened and Endangered Species Management**

The Endangered Species Act (ESA) of 1973, as amended, requires that BLM carry out programs for T/E species and the ecosystems upon which they depend, in order to bring these species and their habitats to a condition where the protective provisions of the ESA are no longer necessary. This involves both recovery actions and ensuring that other actions are not likely to jeopardize such species or destroy their habitats.

The number of listed species inhabitating Public Lands has been increasing over the last several years at a rate of between 15 to 20 species annually. In 1990, the Public Lands will provide part or all of the habitat requirements for approximately 140 listed T/E plant and animal species involving approximately 5.5 million acres. To slow down the trend of increasing T/E species on BLM lands, specific goals and objectives for future action have been identified.

Listed species - The BLM T/E species management efforts for listed species are designed to comply with the ESA requirements to avoid jeopardizing T/E species and help bring about their recovery. Specific strategies involve completion of data bases to identify and track species occurrence and recovery actions, ensuring specific T/E objectives in recovery plans and/or HMPs, implementation of a monitoring system to track population trends and habitat conditions, and specific on-the-ground management activities.

Candidate species - Some 870 plant and animal species that occur on the Public Lands are listed by the Fish and Wildlife Service as proposed or candidate species, which means they are being considered for listing as threatened or endangered. In 1988, this involved 620 plants and 250 vertebrate animals. Several of these species, including the Northern spotted owl and the desert tortoise, occupy extensive acreage of the Public Lands. The BLM's policy and objective is to manage the habitat of candidate species to maintain populations at a level which will avoid the need to list the species as T/E by either State or Federal governments.

The BLM has been able to demonstrate a greater efficiency and effectiveness in managing certain species, such as the desert tortoise, by utilizing a rangewide approach to habitat management. In this case for the 4 States (AZ, CA, NV, UT) where tortoises occur, the management strategies include categorizing habitats throughout the species range (some 48 million acres), monitoring key habitats, and minimizing negative impacts from other uses.

Special Habitats - The Public Lands harbor a large array of habitats, plant communities and ecosystems; some of which are rare or vulnerable. Under objectives specified in *Fish and Wildlife 2000*, BLM will identify and monitor such habitats/plant communities/ecosystems and implement management decisions to ensure the maintenance of their characteristics. This, in combination with other habitat management actions for fish and wildlife, including T/E species, will help ensure biological diversity on the Public Lands as well as the continued presence of rare or vulnerable habitats.

The 1990 Base provides for inventorying nearly 2.5 million acres of T/E and candidate species habitat. This information will help ensure that appropriate actions are undertaken to protect T/E species, without unnecessarily delaying other resource utilization programs. In addition the Base level provides for monitoring of 284 HMPs, T/E recovery plans, and agreements involving T/E and candidate species habitats. BLM will also be involved in the preparation of 41 recovery plans. These plans, prepared under the auspices of the FWS, identify work necessary to bring about delisting and identify each agency's responsibilities in the recovery process. BLM sometimes supplements recovery plans with HMPs when necessary to accomplish its portion of the recovery efforts.

At the Base level, BLM will also prepare management plans for T/E species that are not yet covered by recovery plans and for selected proposed and candidate species. Also, continued action will be taken to implement 73 existing T/E recovery and management plans.

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 20,063 | 16,559 | -3,504 |
| FTE | (362) | (312) | (-50) |

A decrease of $3,504,000 and 50 FTE is proposed.

The bulk of the decrease occurs by reducing inventory, HMP preparation, project development and maintenance in the general wildlife habitat segment of the program while continuing emphasis on riparian management, fisheries habitat improvement, and T/E species program efforts. The challenge cost-share initiative funding will be reduced by $500,000 from the Base.

In 1990 BLM's inventory emphasis will be on the high priority critical habitat areas, such as riparian, aquatic, and important wildlife areas. The BLM inventory effort in 1990 will involve about 10 million acres, a reduction from the Base of approximately 4 million acres of lower priority inventory data collection.

As a result of BLM's emphasis on the implementation of existing HMPs rather than the preparation of new ones, there will only be 10 new HMPs will be completed at the 1990 Estimate level. These will be prepared for areas of critically significant habitat. Additionally, with the program emphasis on critical habitat, the emphasis for project development has centered around such important areas as riparian areas and critical fisheries habitat. Consequently, due to the limited area of opportunity and the relatively rapid rise in priority, BLM will complete fewer development projects in both 1989 and 1990. It is estimated that approximately 390 new projects will be completed at the 1990 Estimate level.

It should also be noted that some of these critical habitat areas (e.g. riparian area) are also recognized as high priority areas by the BLM's other programs; consequently, many additional project developments, maintenance efforts and inventory objectives beneficial to wildlife are being accomplished through other program efforts. The requirement of multiple-use objectives in Allotment Management Plans and Watershed Management Plans provides the opportunity for the limited renewable resource management funds as well as Range Improvement funding to be more efficiently and effectively utilized to accomplish multiple program objectives.

Approximately 1,316 wildlife, fisheries and riparian habitat plans will be monitored at the 1990 estimate level, which includes deferring the monitoring work on 132 lower priority plans. The 1990 estimate provides funding to maintain 1,129 existing wildlife habitat projects. Additionally, the BLM is encouraging individuals and private organizations to maintain habitat improvement projects similarly to the maintenance policy used in the grazing management program. It is anticipated that this approach will help reduce the need for wildlife project maintenance funding by BLM.

The challenge cost-share initiative is continued in the 1990 estimate at $1 million, a decrease of $500,000 from the Base. Typical projects which are funded under this initiative include such things as fisheries improvement projects (fencing, off-site water development, seedling establishment), big game habitat improvements (vegetative treatments, seedings, etc.), animal introductions onto Public Lands (via cooperative arrangements with the States), new water developments, and a host of other wildlife related projects and work.

The BLM will retain its present high management intensity in the Threatened and Endangered Species program. At the 1990 Estimate level, approximately 2.5 million acres will be inventoried, 284 plans will be monitored, and 41 recovery plans involving BLM will be prepared. The BLM will also initiate or continue the implementation of 73 existing recovery plans. These are all continued without reduction from the Base program.

A portion of the reduced workload accomplishments result from the impact of BLM absorbing the additional cost increases in bureauwide fixed costs.

### Fish and Wildlife Habitat Management Workload Accomplishments

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| **General Wildlife:** | | | | | |
| Inventory (000 acres) | 12,750 | 14,046 | 14,000 | 10,000 | -4,000 |
| Monitoring (# plans) | 1,438 | 1,316 | 1,448 | 1,316 | -132 |
| HMPs written/revised (#) | 70 | 86 | 50 | 10 | -40 |
| Projects developed (#) | 701 | 375 | 651 | 390 | -261 |
| Projects maintained (#) | 1,563 | 1,277 | 1,215 | 1,129 | -86 |
| **T/E species:** | | | | | |
| T/E inventory (000 acres) | 5,475 | 2,466 | 2,497 | 2,497 | --- |
| T/E monitoring (# plans) | 383 | 443 | 284 | 284 | --- |
| T/E plans written (# w/BLM involvement) | 39 | 41 | 41 | 41 | --- |
| T/E plan implementation (#) | 80 | 61 | 73 | 73 | --- |

**Distribution of change by object class**

The object class detail for the proposed decrease of $3,504,000 and 50 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 50 | $1,500,000 |
| Personnel benefits | | 300,000 |
| Travel and transportation of persons | | 90,000 |
| Transportation of things | | 100,000 |
| Rent, communications and utilities | | 114,000 |
| Other services | | 1,050,000 |
| Supplies and materials | | 200,000 |
| Equipment | | 150,000 |
| Total | | $3,504,000 |

## Justification of Program and Performance

Activity: Renewable Resources Management
Subactivity: Recreation Management

*(dollars in thousands)*

| Program Elements | | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|---|
| Cultural Resources Management | $ | 6,614 | 6,648 | 6,729 | +115 | +81 |
| | FTE | (131) | (131) | (133) | (+2) | (+2) |
| Wilderness Management | $ | 7,736 | 7,790 | 7,738 | +2 | -52 |
| | FTE | (158) | (158) | (158) | (---) | (---) |
| Recreation Resources Management | $ | 10,810 | 10,846 | 12,210 | +1,400 | +1,364 |
| | FTE | (224) | (224) | (253) | (+29) | (+29) |
| Total Requirements | $ | 25,160 | 25,284 | 26,677 | +1,517 | +1,393 |
| | FTE | (513) | (513) | (544) | (+31) | (+31) |

### Authorization

43 U.S.C. 1701 *et seq.* P.L. 94-579 — The *Federal Land Policy and Management Act (FLPMA) of 1976* identifies recreation as a major use of Public Lands, and requires protection of scientific, scenic, historical, ecological, and archaeological values; preservation and protection of certain Public Lands in their natural condition; and provision for outdoor recreation, human occupancy, and use of the Public Lands;

43 U.S.C. 1711 — -requires preparation and maintenance of an inventory of Public Land resources on a continuing basis;

43 U.S.C. 1712 — -directs that areas of critical environmental concern be given priority in the inventory of Public Lands, in developing and revising land use plans, and in applying special protective management;

43 U.S.C. 1781 — -provides for the management of the California Desert Conservation Area and implementation of the Desert Plan; and

43 U.S.C. 1782 — -requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the Public Lands having wilderness characteristics and submission of recommendations to the President by 1991 concerning their suitability or nonsuitability for wilderness designation (Section 603(a)).

16 U.S.C. 432 P.L. 59-209 — The *Antiquities Act of 1906* provides protection for cultural resources on Federal lands and imposes penalties for excavation or appropriation without a permit.

16 U.S.C. 1271 P.L. 90-542 — The *Wild and Scenic Rivers Act of 1968*, as amended, provides for the development and management of certain rivers.

| | |
|---|---|
| 16 U.S.C. 1241-1249 | The *National Trails System Act of 1968*, as amended, establishes a national trails system and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes, or sold with the receipts to be deposited in the Land and Water Conservation Fund. |
| 16 U.S.C. 1242-1243<br>P.L. 95-625 | The *National Parks and Recreation Act of 1978* establishes a number of national historic trails which cross Public Lands. |
| 16 U.S.C. 460y<br>P.L. 91-476<br>P.L. 95-352 | The *King Range Act of 1970*, as amended, provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes. |
| 16 U.S.C. 1131 *et seq.*<br>P.L. 88-577 | The *Wilderness Act of 1964* provides for the designation and preservation of wilderness areas. |
| 16 U.S.C. 470<br>P.L. 89-665 | The *National Historic Preservation Act of 1966*, as amended, expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of proposed actions on properties eligible for or included in the National Register of Historic Places. |
| 42 U.S.C. 4321, 4331-4335, and 4341-4347<br>P.L. 91-190 | The *National Environmental Policy Act of 1969* establishes the continuing responsibility of the Federal Government to improve programs and resources to preserve important historic, cultural and natural aspects of our national heritage and to maintain an environment which supports diversity and variety of individual choice. |
| E.O. 11593 | *Protection and Enhancement of the Cultural Environment* directs Federal agencies to locate, inventory, nominate, and protect Federally owned cultural resources eligible for the National Register of Historic Places, and to ensure that their plans and programs contribute to preservation and enhancement of non-Federally owned resources. |
| 16 U.S.C. 470a, 470cc, and 470ee<br>P.L. 96-95 | The *Archaeological Resources Protection Act (ARPA) of 1979*, as amended, requires permits for the excavation or removal of Federally administered archaeological resources, encourages increased cooperation among Federal agencies and private individuals, provides stringent criminal and civil penalties for violation of prohibitions, and requires Federal agencies to develop plans and schedules for inventory of lands to identify important resources vulnerable to looting, and to develop a violation tracking system. |
| 16 U.S.C. 3101 et seq. | The *Alaska National Interest Lands Conservation Act (ANILCA) of 1980* provides for the designation and conservation of certain Public Lands in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway. |

| | |
|---|---|
| 16 U.S.C. 410<br>P.L. 96-550 | The *Chacoan Culture Preservation Act of 1980* provides for preservation, protection, research, and interpretation of the Chacoan system, including 33 "Archaeological Protection Sites," located throughout the San Juan Basin on Public, State, Indian and private lands. |
| 16 U.S.C. 460(l) | The *Land and Water Conservation Act of 1965*, as amended, provides for the establishment of the Land and Water Conservation Fund, special bureau accounts in the U.S. Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes. |
| P.L. 100-225 | *An Act to establish the El Malpais National Monument and the El Malpais National Conservation Area in the State of New Mexico, to authorize the Masau Trail, and for other purposes*, provides for the protection and management of natural and cultural resource values within the El Malpais National Conservation Area by the Bureau of Land Management. |
| P.L. 100-691 | The *Federal Cave Resource Protection Act of 1988* provides for the protection of caves on lands under the jurisdiction of the Secretaries of Interior and Agriculture, establishes use permit terms and conditions, and penalties for violations. |
| P.L. 100-696 | *An Act to provide for the designation and conservation of certain lands in Arizona and Idaho* establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes. |

## CULTURAL RESOURCES MANAGEMENT

### Objectives

The major objectives of the cultural resources management program are to:

- Process applications and issue permits to conduct archaeological, historic, and paleontological investigations on Public Lands, and monitor approved activities;

- Provide appropriate levels of inventory and evaluation to support BLM planning efforts including resource management plans, cultural resource management plans, and cultural resource project plans;

- Protect the most valuable and most critically threatened cultural and paleontological resources;

- Provide for the scientific and educational aspects of archaeological, and paleontological resources, including site management and the accommodation of appropriate public use; and

- Promote and develop cooperative agreements and supervise volunteer programs for use in inventory, protection, scientific study, etc. of cultural and paleontological resources. Continue to develop and implement agreements with other Federal and State agencies and private entities.

**Base program**

The 1990 Base level for the cultural resource management program is $6,648,000 and 131 FTE. Program responsibilities include the management of cultural and paleontological resources on BLM-administered Public Lands.

The Bureau of Land Management is responsible for the Federal Government's largest, most varied, and cumulatively most important population of cultural resources. Although only about 4 percent of the Public Lands have been intensively inventoried in the past decade, about 135,000 archaeological and historic properties have been recorded. These resources represent the tangible remains of thousands of years of human adaptation to the land and its various resource opportunities. Several statutes require BLM to locate, evaluate, and manage these resources on the Public Lands to prevent or minimize unnecessary damage, and to accommodate appropriate uses of these resources by the scientific community and the general public.

Management of cultural resources involves a sequence of: (1) inventory (discovering and recording the resources present), (2) evaluation (determining their scientific and public importance), (3) planning (determining how they would be most appropriately used), (4) protection (safeguarding the resource potentials), and (5) utilization (authorizing or otherwise accommodating their proper use).

**Inventory and Evaluation**

The BLM cultural resource inventory system includes 3 classes of inventory, which are: (1) the synthesis of existing information, (2) sample survey, and (3) intensive survey. Inventory also includes encoding archaeological site forms for automated storage and manipulation, and gathering, compiling, and analyzing baseline cultural resource data. Cultural resource overviews summarize existing information and assess its significance to identify areas of archaeological importance; to suggest areas where predictive modeling may be effectively used; to outline the uses to which specific cultural resources may be allocated; and to indicate the management implications of such allocations. Most intensive surveys are completed in support of other program actions, such as energy development and are funded by the benefiting subactivity. Base funding is used mostly to support data synthesis, data encoding and a limited amount of sampling and intensive survey. Priority for cultural resource inventory within the Base program is on highly sensitive areas where data are lacking for planning and management purposes, such as in the newly designated El Malpais National Conservation Area.

The BLM cultural resources evaluation system categorizes all cultural resources on the Public Lands in terms of their potential for contributing to scientific research, to the maintenance of a social or cultural group's heritage or traditional lifeways, to public education and related public use, and to experimentation for improving protection measures and related management techniques. Cultural resources of singular importance or representatives of a scarce type may be determined best suited for long-term conservation. Cultural resources that do not or no longer possess characteristics that qualify them for one of these uses, such as resources that have been destroyed, may be discharged from further management consideration. In addition to these evaluation criteria cultural resources are also evaluated against the criteria for the National Register of Historic Places.

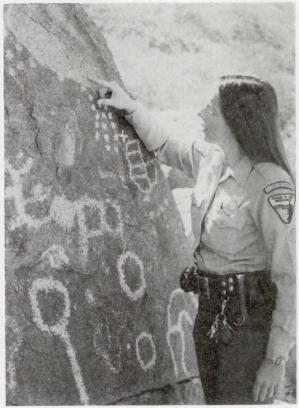
The 1988 amendments to the Archaeological Resources Protection Act of 1979 (ARPA) require Federal agencies to develop plans and schedules for inventorying Federally managed lands to identify archaeological resources subject to illegal excavation and artifact theft. Within the Base program, BLM will identify such areas and prioritize inventory efforts in cultural resource management overview reports, however, there are no funds within the 1990 Base for ARPA-related on-the-ground inventory efforts.

**Planning**

The BLM resource management plans (RMPs) establish priorities for developing more detailed cultural resource management activity plans and cultural resource project plans which set out precise on-the-ground management actions. These project plans, reflecting consultation with the State Historic Preservation Officer, the Advisory Council on Historic Preservation, and the public, represent the final planning stage for determining how cultural resources will be protected (e.g., stabilization, construction of physical barriers, installation of signs and interpretive displays), and where new studies will be done to improve cultural resource information.

**Resource Protection**

The BLM devotes roughly one-third of its cultural resource management budget to archaeological resource protection, including site-specific stabilization and physical protection projects, law enforcement activities such as surveillance and patrols, public awareness and education, and site interpretation efforts.



**Cultural Resource Vandalism**

A BLM Ranger examines an occurrence of theft of rock art on Public Lands. Vandalism such as this removal of a petroglyph is an irreplaceable loss of a resource.

Within the Base program, BLM will continue surveillance and detection in priority areas, especially in the Four Corners States and the Great Basin States. Emphasis will continue to be placed on implementation of the Archaeological Resources Protection Act Awareness/Enforcement Plans (ARPA Plans) developed in 1988 and 1989, focusing on public outreach (awareness and education), support for law enforcement efforts, and cooperative protection (e.g., cooperative management agreements, volunteer agreements, including the site steward and adopt-a-site programs).

A provision of P.L. 100-555 which amended ARPA requires establishment of an automated archaeological looting incident tracking system. Implementation of this automated system will be funded within the 1990 Base.

Examples of the archaeological site protection activities funded within the Base program include: participation in an interagency anti-looting public awareness project initiated by the Society for American Archaeology, participation in multi-agency task force operations to combat trafficking in looted archaeological resources; coordination with the media to promote coverage of the issue; continued support of in-house law enforcement personnel including BLM Rangers; cooperative agreements with local law enforcement agencies and military police units such as has been developed with the Arizona National Guard; and electronic and aerial surveillance.

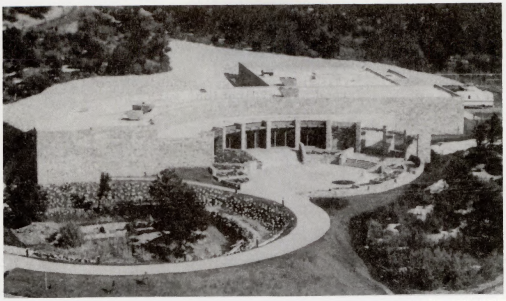
Within the Base program, the BLM also physically protects cultural resources through stabilization, limiting site access by rerouting and blocking roads, and other methods. The Chacoan Archaeological Protection Sites in New Mexico represent a prime example of BLM's physical protection efforts. Funding for the Chaco sites is included within the Base program at the same level as 1989. Emphasis will be placed on activity plans and physical site protection projects in highly sensitive areas, especially the California Desert Conservation Area, the East Mohave National Scenic Area, and the King Range National Conservation Area in California, the El Malpais National Conservation Area in New Mexico, the San Pedro National Conservation Area in Arizona, and highly significant cave sites in southeastern Oregon and southwestern Idaho.

BLM is also pursuing cooperative agreements, such as agreements with universities for scientific study of threatened cultural resources, and the use of volunteers and archaeological site stewards, to increase its management capabilities for cultural and paleontological resources.

Utilization

BLM State Directors issue permits for archaeological and paleontological consultation and research to applicant firms and institutions. BLM meets public demand by reviewing applications and issuing permits in a timely and responsive manner. The total number of permittees for archaeological work will remain about the same as in 1989. Total cultural resource permit workload will increase, however, due to stepped-up monitoring of permittee performance.

The Base program also supports the operation of the Anasazi Heritage Center near Dolores, Colorado which serves as a museum and repository for artifacts from the Four Corners area, and as an interpretive facility to promote awareness and education of archaeological resources, and BLM's mission of multiple-use Public Land management. The facility has been open to the public on a full time basis since August, 1988.



Anasazi Heritage Center

BLM's committment to the management of cultural resources is demonstrated through the operation of this curatorial and interpretive facility in SW Colorado.

**Increase from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 6,648 | 6,729 | +81 |
| FTE | (131) | (133) | (+2) |

An increase of $81,000 and 2 FTE is needed for increased protection efforts and implementation of priority items identified in the various State-prepared ARPA Plans. Site-specific activity plans will be completed to protect 10 additional threatened and deteriorating sites. Project plans will be prepared which detail site-specific protection and stabilization measures such as repairing archeological features damaged by vandals, fencing, road closures, erosion control, etc. Patrol plans will also be developed which consist of documentation of current site condition and prescription of site monitoring routes, methods and frequency. In coordination with law enforcement specialists, additional aerial and ground patrols will be conducted in sensitive archeological areas. The absorption of additional fixed costs has been reflected in the 1990 workload accomplishments.

In addition, public awareness efforts will be intensified including development of interpretive and educational materials such as brochures, signs, posters, etc., and media coverage concerning the provisions of ARPA and law enforcement efforts. Patrol and education efforts do not have measurable units, therefore, they cannot be reflected in the program workload accomplishments table.

## Cultural Resources Workload Accomplishments

The planned workload accomplishments for 1988, 1989 and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Inventory (000s acres) | 150 | 150 | 150 | 150 | --- |
| Activity Planning (# plans) | 53 | 53 | 50 | 60 | +10 |
| Permits (# permits) | 350 | 340 | 340 | 340 | --- |
| Site Management (# sites) | 1,050 | 1,200 | 1,200 | 1,200 | --- |
| Resource Protection/ Stabilization (# projects) | 213 | 200 | 200 | 200 | --- |

**Distribution of change by object class**

The object class detail for the increase of $81,000 and 2 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 2 | $60,000 |
| Personnel benefits | | 12,000 |
| Travel and transportation of persons | | 6,000 |
| Printing and reproduction | | 3,000 |
| Total | | $81,000 |

## WILDERNESS MANAGEMENT

**Objectives**

The major objectives of the wilderness management program are to:

- Prepare wilderness management plans and manage designated wilderness areas in accordance with established regulations and guidance;
- Conduct interim management on wilderness study areas (WSAs) pending completion of wilderness environmental impact statements (EISs)/ wilderness study reports (WSRs), suitability recommendations, and Congressional action;
- Continue progress on wilderness study reports and wilderness environmental impact statements, including areas added as a result of Sierra Club v. Watt litigation, to meet the October 21, 1991 deadline contained in FLPMA;
- Coordinate with the Geological Survey and Bureau of Mines on mineral surveys conducted in support of the wilderness program; and
- Emphasize and pursue the use of volunteers and cooperative management agreements to augment interim management and wilderness management responsibilities.

**Base Program**

Base funding for the wilderness management program is $7,790,000 and 158 FTE. The wilderness review program consists of several processes by which wilderness or potential wilderness is identified, studied, protected, and managed. Portions of the program have been completed or are nearing completion, while others are expanding as the wilderness review process matures. A description of the main components of the wilderness management program is provided below.

**Inventory**

Wilderness inventory in the western States (excluding Alaska) was completed in 1980. Of the approximately 175 million acres inventoried, 150 million acres were found to lack wilderness characteristics and were released from further wilderness review. Some 25 million acres in 860 separate tracts were identified as wilderness study areas (WSAs).

BLM's wilderness review responsibility in Alaska was modified by Section 1320 of the Alaska National Interest Lands Conservation Act of 1980 (ANILCA), which exempted BLM lands in Alaska (including Halibut Cove) from wilderness review. An exception to this exemption was the direction for BLM to conduct a wilderness review by December 1988 for 500,000 acres in the Central Arctic Management Area as provided by Sections 1001 and 1004 of ANILCA.

**Study (Plan Amendments, EISs)**

Wilderness study areas are being evaluated in detail to determine whether they should be recommended as suitable for preservation as wilderness areas or nonsuitable. BLM's wilderness studies are guided by the Wilderness Study Policy, published in the *Federal Register* on February 3, 1982. The document contains the planning criteria used for recommendations on the suitability or nonsuitability of wilderness study areas for wilderness designation.

Areas found to have wilderness characteristics are studied to evaluate all potential resource values and uses. On the basis of these studies, BLM develops recommendations for the Secretary on the suitability or nonsuitability of each WSA for inclusion in the National Wilderness Preservation System.

The study process is integrated with BLM's planning system. Appropriate environmental impact statements (EISs) and wilderness study reports are developed, reviewed, and transmitted in Statewide reporting packages for approval and decision by the Secretary. All Statewide reporting packages will be completed by 1991.

About 98 percent of the 24.8 million acres of land under wilderness review are expected to have final EISs filed by 1990. Approximately 95 percent of the wilderness study reports required for each WSA are to be completed by 1990 to remain on schedule. This includes 1.6 million acres of WSAs which were reinstated in the study process by the *Sierra Club v. Watt* litigation that will also require plan amendments and wilderness EISs.

**Interim Management**

Section 603(c) of FLPMA also requires BLM to manage any lands under wilderness review to maintain their suitability for possible wilderness designation. The purpose of the BLM Interim Management Policy (IMP) is to protect existing wilderness values, manage valid existing rights, and allow "grandfathered" mining and grazing activities to continue until final wilderness suitability determinations have been made. Special emphasis has been placed on the

monitoring of ongoing actions within wilderness study areas to ensure that wilderness values are not impaired or unnecessarily degraded. The Base program will also continue the 1989 level of increased review and monitoring of authorized uses in WSAs and intensified efforts to protect resource values and deter non-conforming uses in the California Desert Conservation Area. The BLM will spend about 35 percent of the Base program on interim management functions.

**Wilderness Management/Wilderness Area Management Planning**

Management of Public Lands designated by Congress as wilderness is guided by the regulations for management of designated wilderness areas (43 CFR 8560). These rules became effective on March 25, 1985. Wilderness area management plans are developed on an interdisciplinary basis for designated wilderness areas and serve as the management guidance for these areas.

Between 1978 and 1987, 25 units of the Public Lands comprising 450,260 acres were designated as wilderness. Three of these units (Santa Lucia in California, River of No Return in Idaho, and Wild Rogue in Oregon) are contiguous to National Forest lands designated as wilderness and administration of these wilderness areas was assigned to the Forest Service (FS) by Congress.

The Base program includes funding for the completion of wilderness management plans for 2 areas in New Mexico which were designated as wilderness in 1987 (Cebolla and West Malpais). In addition to areas designated before 1988, the Base program includes funding for preparation of management plans and management of 4 BLM-managed areas that were recommended for wilderness by the President in April, 1985 and are expected to be designated in 1990. These areas are: Powderhorn (CO), Scab Creek (WY), Humbug Spires (MT), and Great Rift (ID).

In 1990, the Base program continues the transition from the study phase of the program (involving the preparation of EISs and study reports) to the management of wilderness areas designated by Congress. Approximately 30 percent of the Base program is devoted to management of designated wilderness.

**Resource Protection/Rehabilitation**

As part of the effort to maintain the primitive and natural character of designated wilderness areas, the BLM rehabilitates certain resource damages in wilderness areas. These damages may have been the result of unauthorized activities within the wilderness area including mining, off-road vehicle use, and unauthorized road construction. Some of the activities may have occurred prior to inclusion of an area within the wilderness review process. Other activities may have been conducted illegally after an area was included in the study process and identified through interim management. The BLM does the rehabilitation directly only if the responsible parties cannot be identified or located, or if they lack the financial resources to repair the damages due to bankruptcy, cessation of business activities, etc.

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 7,790 | 7,738 | -52 |
| FTE | (158) | (158) | (---) |

The decrease of $52,000 will result in reduced frequency of certain BLM patrols to detect unauthorized uses in wilderness study areas, such as less frequent aerial surveillance. Because patrols and unauthorized use detection do not have measurable units, they cannot be reflected in the program workload accomplishments table. The reduction in accomplishment results from the need for the BLM to absorb fixed cost increases in 1990

**Wilderness Management Workload Accomplishments**

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Interim management (000s acres) | 24,822 | 24,742 | 24,272 | 24,272 | --- |
| Wilderness area mgmt. plans (# plans) | 4 | 6 | 6 | 6 | --- |
| Wilderness area management (# of areas) | 23 | 25 | 29 | 29 | --- |
| Resource protection/ rehabilitation (# projects) | 12 | 12 | 12 | 12 | --- |

**Distribution of change by object class**

The object class detail for the decrease of $52,000 is as follows:

| | FTE | Amount |
|---|---|---|
| Travel and transportation of persons | --- | $10,000 |
| Other services | | 42,000 |
| Total | | $52,000 |

**RECREATION RESOURCES MANAGEMENT**

**Objectives**

The major objectives of the recreation resources management program are to:

- Ensure the continued availability of the Public Lands for outdoor recreation use within a multiple-use land management framework;

- Provide active management and facilities for intensive recreational uses to protect the health and safety of the user, to reduce potential conflicts among users, and to minimize potential resource damage;

- Provide for use of the Public Lands for extensive and unconfined recreation activities such as hunting, fishing, backpacking, hiking, and camping at undeveloped sites;

- Provide an appropriate level of visitor management and assistance, including support for law enforcement Rangers, so that visitors will be informed and aware, and will behave in a responsible manner, while maintaining the intrinsic values of the Public Lands as a place to explore and enjoy safely;

- Provide resource protection when necessary through installation of interpretive or restrictive signs, fences, barriers, and mitigation of adverse impacts through stipulations in leases and permits;

- Provide cost-effective visitor services by providing opportunities for the public to contribute volunteer efforts, funds, and cooperative management arrangements; and

- Facilitate private sector use of public recreation resources, provide revenues to the Federal Government, and protect resources by issuing special recreation permits and recreation concession leases to individuals and commercial recreation and tourism organizations operating on the Public Lands.

**Base program**

Base funding for the recreation resources management program is $10,846,000 and 224 FTE.

The Public Lands offer recreational opportunities that are nationally significant and unique in their diversity, quantity, and quality. Nationally recognized resources managed by BLM include: 32 National Wild and Scenic Rivers; 22 National Recreation, Scenic, and Historic Trails; 5 National Conservation Areas, including the 12 million-acre California Desert Conservation Area and the newly designated San Pedro and El Malpais National Conservation Areas; and 1 National Recreation Area (White Mountains National Recreation Area, Alaska). The BLM also manages 462 developed and 1,835 undeveloped recreation sites, 2,260 miles of interpretive and hiking trails, 435 boating access points, 12 concession operations, 4,240,000 acres of lakes and reservoirs, and 8 visitor centers. In addition, there are 296 special management areas which require intensive management, 115 established natural areas, 840 recorded cave resources, and numerous areas of critical environmental concern with significant recreation values. The Public Lands also provide many extensive recreational use opportunities such as for hunting, fishing, sightseeing and hiking.

**Use Trends**

The Public Lands continue to accommodate dramatic increases and changes in outdoor recreation use in the West. For 1987, the Public Lands had 57.5 million recreation visits, an increase of almost 112 percent over 3 years ago. Current projections are that recreational visits will continue to increase at an annual rate of approximately 3 percent.

As Americans increasingly desire to escape from their urban environment into open space, the Public Lands are becoming the place of choice for more and more people to recreate. Travel and tourism statistics show that the public is taking more recreation trips of shorter duration close to home. Since 8 of the 10 fastest growing States in the country are in the West and approximately 40 percent of Public Lands are located within an overnight trip of the West's 16 major urban areas, "urban interface" with the Public Lands is creating increasing pressures on recreation resources. For example, the entire

California Desert Conservation Area is within a 5-hour drive of over 20 million people. The variety and multiple use nature of the Public Lands are also very well suited to handle the new and emerging forms of recreational pursuits and high-tech recreational equipment which are often incompatible with management of recreation areas under other Federal agency jurisdictions.

Recreational uses of the Public Lands also contribute greatly to the economy of many Western States, and tourism is the fastest growing industry in the region. Commercial recreational use, competitive events and camping at developed facilities on the Public Lands, also have important economic implications for communities and private industry. They generate significant economic returns for communities and regions, especially around major western rivers and heavily used areas, such as the California Desert and southern Nevada. Outfitters and guides alone contribute $50-60 million annually to the economy of western States, with a major segment of this value being derived from recreational activities involving the Public Lands. Recreational opportunities on the Public Lands are also being promoted by State and local governments to attract tourism. This in part places additional requirements on BLM for management actions not only to provide for visitor contact and protection, but also to protect the natural resources and accommodate multiple-use activities on the Public Lands.

The growth in recreational use of the Public Lands is also due to a number of other factors such as: increasing amounts of leisure time (especially for older Americans) and disposable income; greater mobility of Americans and an increase of foreign visitors; demographic changes, including a larger percentage of retirees and population shifts to the Sunbelt; and technological advances improving the availability, comfort and safety of outdoor recreation activities.

**Special Management Areas**

Within the Base program, BLM focuses most of its resource protection and visitor service activities on identified Special Recreation Management Areas where more intensive recreational use requires direct BLM supervision of use activities and investments in resource protection facilities. These are areas where a commitment has been made to manage recreation use and provide specific recreation opportunities on a sustained yield basis. Delineation of these areas is based on similar or interdependent recreation values, homogeneous or inter-related recreation uses, land tenure and use patterns, transportation systems, administrative efficiency, intensity of use, high resource values, public concerns, or interagency considerations.

This includes recreation management funding to support programs in BLM-managed National Conservation Areas which are: the El Malpais National Conservation Area (New Mexico), California Desert Conservation Area and the King Range National Conservation Area (California), the San Pedro National Conservation Area (Arizona), and the Steese Mountain National Conservation Area (Alaska). National Conservation Areas receive more intensive management than other multiple use lands with a focus on recreation values and conservation of their natural and cultural resources. Other uses which are also consistent with the management objectives for the area are allowed and facilitated. In addition, the other special areas under BLM jurisdiction, such as the White Mountains National Recreation Area (Alaska), the Red Rocks Recreation Lands (Nevada), the East Mohave National Scenic Area (California) receive special management. Recreation management emphasis in these special areas focuses on additional plan implementation (such as the Desert Plan) and plan development in the newly designated National Conservation Areas (San Pedro and El Malpais), as well as on reducing resource conflicts and unauthorized uses in the California Desert Conservation Area, including the East Mojave National Scenic Area.

Since an important component of the program involves providing on-the-ground management presence, BLM has visitor service specialists, law enforcement Rangers, and seasonal visitor management specialists in intensively used recreation management areas in many States. Within these areas, the operation of developed and undeveloped recreation sites also includes collecting fees through routine on-site visits or fee collection devices, and providing visitor supervision through the use of campground hosts.

**Inventory and Planning**

To make informed management decisions concerning recreation priorities and to monitor the effectiveness of those decisions, the BLM collects recreation resource data on the types of recreation values and opportunities, and the nature and extent of visitor uses occurring on the Public Lands. Activity planning for recreation resources is conducted at two levels: recreation area management plans and project plans. Recreation area management plans identify on-the-ground actions needed within a designated area to implement recreation use decisions made in Resource Management Plans (RMPs). Project plans, which are completed for individual recreation sites, form the basis for development of the survey and design specifications for recreation-related maintenance and construction projects and other project work, such as interpretive facilities and resource protection measures.

Within the 1990 Base, the BLM will prepare and implement activity plans for designated National Historic Trails and National Scenic Trails which cross Public Lands. Priority will be on implementation of completed plans for the Continental Divide and Pacific Crest National Scenic Trails, and the Nez Pierce and Lewis and Clark National Historic Trails. Actions will include preparing and distributing maps and interpretive materials, and installing trailheads and signs. Preparation of plans for the Pony Express and California Emigrant Trails will also be initiated.

**Permit Management**

Many unique recreational opportunities on the Public Lands are made available to the public through the issuance of permits to private individuals, commercial operators, and organizers of competitive events, such as promoters of large off road vehicle (ORV) events. This is a critical workload because the accompanying monitoring and compliance activities provide BLM with its main capability to control use and protect resources in many areas. Permit management is important to minimize unauthorized uses of the Public Lands and to prevent damage to natural and cultural resources, as well as to ensure adequate fee collection and revenue from special recreation activities. The public is well-served through the permitting of commercial operators; otherwise, many people who lack the equipment or the "know how" to function in wild environments would truly be "locked-out" of many public land recreation opportunities.

**Fee Collection**

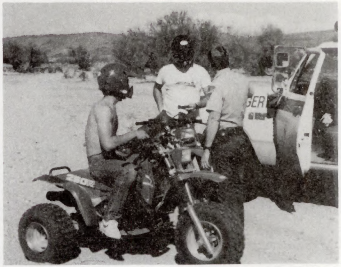
Issuance of permits also provides a direct monetary return to the Federal Government. In 1988, collections from recreation use permits for camping at developed facilities and from over 18,000 special recreation permits totalled approximately $1,100,000. Collections in 1989 are expected to increase slightly above this level as recreation use on BLM lands increases.

As authorized by the amendments to the Land and Water Conservation Fund Act contained in the Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203), receipts from recreation fees are deposited to a special BLM account and are available for appropriation to BLM to cover recreational management and maintenance costs. Up to $1,200,000 of the 1990 request for the Management of Lands and Resources appropriation is intended to be derived from the receipts collected into this account in 1989. Approximately half of these fees will be

used to support management of recreation facilities and fee-generating recreation uses as described under the recreation resource management program and the other half will be used for maintenance of recreation facilities which generate fees. Examples of the types of recreation management and maintenance actions funded with these fees are: monitoring recreation use permits, installing recreation resource protection projects, repairing recreation facilities such as campsites and picnic areas, routine maintenance of recreation site grounds, etc.

**Visitor Services**

This portion of the BLM recreation management program includes a variety of services performed by BLM office and field personnel and volunteers to ensure that visitors to the Public Lands have a safe and enjoyable experience. Included are the following functions: 1) information and interpretive services; 2) emergency assistance; and 3) visitor protection and supervision. Information and interpretive services involve providing basic information about an area or site through personal contact, maps, publications, signs and formal interpretive/educational programs. Occasionally, the BLM is called upon to provide emergency assistance to visitors, such as supplying emergency drinking water, first aid medical care, minor vehicle repairs, vehicle extraction, and emergency radio communications. Visitor protection and supervision activities include protecting visitors from natural and human-made hazards, protecting sensitive natural resources from damage due to unauthorized use, minimizing conflicts among visitors or with other authorized users, and monitoring local conditions to ensure that important recreation opportunities, visitor safety, and sensitive natural resource values remain unimpaired.



**BLM Ranger**

Visitor management and law enforcement are two of the primary duties of the BLM Rangers.

Emphasis is placed on providing on-the-ground presence of BLM personnel where appropriate and, where necessary, on enforcing laws and regulations by BLM Rangers who have been delegated law enforcement powers. The Base program provides a large portion of the funding for BLM Ranger patrols in selected areas of California (especially in the California Desert), Arizona, Nevada, Utah, Idaho, Oregon, and New Mexico. As multi-resource specialists, uniformed BLM Rangers add visibility and augment local law enforcement authorities who cannot provide a full-time law enforcement presence in these areas. The

presence of BLM Rangers who are trained in both resource management and law enforcement is important in both heavily used and remote BLM areas to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass problems, to increase user safety, and to provide an authoritative and informative presence on the Public Lands.

Resource Protection

This portion of the program is directed toward preventing degradation or damage to resources from recreation-oriented activities. A major share of BLM recreation resource protection projects involve ORV use, and include the installation of barriers, fences, use control signs and interpretive signs. This component also includes project work needed to reduce erosion by directing use away from fragile soils, installation of devices to prevent overuse of sensitive vegetative areas or wildlife habitats, landscape treatments, etc. In addition, resource protection includes mitigation of adverse impacts to recreation resources from other land use activities through the addition of stipulations to leases and permits.

**Improved Management through Partnerships**

BLM continues to encourage partnership arrangements to assist in management of recreation resources, and to seek voluntary contributions of services, money, materials, labor and other expertise to aid in recreation management efforts. Partnership arrangements have been successfully developed with such groups as historical societies, ORV clubs, caving, hiking, and rockhounding groups, hunting and fishing clubs, ranchers, conservation organizations, whitewater boaters, and other users. In addition, partnerships have been developed with many State, local, and Federal agencies.

Partnerships with the private sector (such as guides and outfitters) and other agencies have proven to be beneficial in the implementation of the recreation permit program. BLM will use partnerships in the management of recreation resources on the Public Lands to a greater degree than at present to meet public needs and to protect public resources. The techniques to expand use of partnerships may include cooperative management agreements, adopt-a-park/facility/area, gift catalogs, contracted services, special recreation permits, concessions, and volunteers.

**Recreation Challenge Cost-sharing and Volunteers**

During 1989, BLM initiated a pilot challenge cost-sharing program in recreation management to encourage private contributions for high priority trail maintenance and improvement. In 1989, the BLM expects to receive $400,000 worth of private contributions to match $180,000 in Federal funds. Up to $500,000 of the 1990 Base level will be used to expand the recreation challenge cost-share program to accomplish additional on-the-ground projects on the Public Lands. With these Federal funds, BLM expects to obtain over $1,000,000 in matching funds, materials and labor from recreation user groups, civic organizations, businesses, and local public agencies to improve management of recreation resources and facilities. Criteria for selecting projects include: cost effectiveness, consistency with land use plans, stated public need, and the proportion of matching non-Federal funds. Potential projects could include the following types of accomplishments: design and installation of interpretation exhibits, signs and brochures; maintenance of campgrounds and trails; completion of cultural resource inventories and visitor surveys; stabilization and interpretation of historic sites; installation of boat ramps on whitewater rivers, etc.

In 1988, volunteers contributed approximately 347,800 hours of work valued at $2,171,000 to the recreation program. It is estimated that each dollar invested in volunteer work can return up to four dollars in resource management capability. The Base program includes funds to aid BLM volunteer use in the recreation management program by providing needed training, supervision and reimbursement of allowable volunteer expenses. The absorption of increases in fixed costs has been relected in the 1990 workload accomplishments.

**Increase from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 10,846 | 12,210 | +1,364 |
| FTE | (224) | (253) | (+29) |

The 1990 estimate is an increase of $1,364,000 and 29 FTE. Within the total increase, the following items are included:

**Wild and Scenic River Management ($500,000 and 13 FTE):** This increase is needed to meet the growing demand for water-based recreation in the West, especially on Wild and Scenic Rivers managed by BLM. Legislation enacted in 1988 added 17 rivers under BLM management to the system. Activity plans will be prepared for the BLM segment of the Merced Wild and Scenic River in California, the Rio Chama Wild and Scenic River in New Mexico, and 6 of the recently designated Oregon rivers. Approximately 45 of the 101 river segments under BLM jurisdiction which are potentially eligible for inclusion in the Wild and Scenic River System will be studied and evaluated for possible designation. Additional BLM management presence along and on these rivers will be provided to facilitate visitor use, monitor permits for commercial and noncommercial use, and provide user contact in these areas.

**Whitewater Rafting**

Visitor management on the rivers crossing Public Lands is an important tool required to protect both the fragile riverine resources and the visitor experiences.

**Visitor Management ($475,000 and 12 FTE):** This increase is needed for additional visitor use supervision and management, specifically permit monitoring, on-the-ground visitor contact in developed and designated areas, fee collection and facilities operations, and reduction of unauthorized uses in heavily used areas such as the California Desert Conservation Area. The additional funds will be used to handle the growing demand for issuance and monitoring of recreation permits. By 1990, the number of special recreation use permits issued annually is expected to reach 21,000, a 16 percent increase over 1988. Patrols and spot checks of commercial users and special events will be increased to prevent resource damage which could result from noncompliance with permit stipulations, and to collect fees due to the Government. Visitor contact at the 462 developed and 1,835 undeveloped recreation sites managed by the BLM will also be intensified to ensure proper fee collection and use of facilities. The efforts devoted to permitting and visitor contact activities are estimated to be increased by approximately 5 percent over 1988.

**ORV Designation ($389,000 and 4 FTE):** This increase will be directed to implementation of 42 million acres of ORV designations completed through the resource management planning process. Implementation of plans will include resource protection projects such as signing closed or limited use areas, installing barriers to prevent entry, printing and distribution of maps and brochures, and increased Ranger patrols to enforce restrictions. Priority will be placed on areas of heavy ORV use, such as parts of the California Desert Conservation Area.

Wherever possible challenge cost-share agreements with State and local governments and national and local conservation groups will be used to maximize the effectiveness of Federal funds and encourage private sector involvement. The absorbtion of additional fixed costs has been reflected in the 1990 workload accomplishments.

**Recreation Resource Workload Accomplishments**

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Inventory (000 acres) | 4,398 | 3,200 | 3,200 | 3,200 | --- |
| Activity plans (# plans) | 109 | 100 | 98 | 120 | +22 |
| Permitting (# permits issued) | 18,149 | 20,000 | 20,000 | 21,000 | +1,000 |
| Resource protection (# projects ) | 280 | 290 | 280 | 310 | +30 |

**Distribution of change by object class**

The object class detail for the increase of $1,364,000 and 29 FTE is as follows:

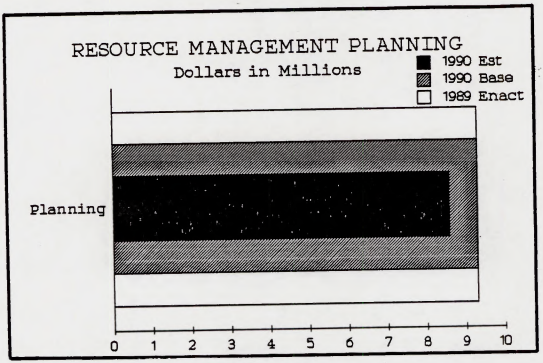
| | FTE | Amount |
|---|---|---|
| Personnel compensation | 29 | $ 870,000 |
| Personnel benefits | | 174,000 |
| Travel and transportation of persons | | 80,000 |
| Transportation of things | | 50,000 |
| Rent, communications, and utilities | | 20,000 |
| Printing and reproduction | | 25,000 |
| Other services | | 100,000 |
| Supplies and materials | | 25,000 |
| Equipment | | 20,000 |
| Total | | $1,364,000 |

## Activity Summary

**Activity: RESOURCE MANAGEMENT PLANNING**

*(dollars in thousands)*

| Subactivity | 1988 Actual B.A. | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Resource Management Planning | 9,349 | 9,289 | 9,370 | 8,626 | -744 |



## Justification of Program and Performance

**Activity:** Resource Management Planning
**Subactivity:** Resource Management Planning

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 9,289 | 9,370 | 8,626 | -663 | -744 |
| FTE | (180) | (180) | (165) | (-15) | (-15) |

**Authorization**

43 U.S.C. 1712
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* requires land-use planning for management of all Public Lands administered by BLM.

42 U.S.C. 4321 *et seq.*
P.L. 91-190

The *National Environmental Policy Act of 1969* requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

**Objectives**

The BLM land-use planning program seeks to guide resource management decisions for the Public Lands through a process which promotes multiple use and sustained yield considerations, and the needs for Public Land resources by:

- Improving BLM's ability to identify and assess changing resource conditions and new Public Land uses systematically;
- Enhancing the ability of line managers to resolve resource and land use issues affecting the Public Lands;
- Promoting coordination and consistency with the plans of other Federal agencies and State, local and tribal governments;
- Increasing public understanding of BLM's responsibilities and program activities, and facilitating public participation in resource management planning and Public Land management; and
- Facilitating compliance with statutory mandates including the Federal Land Policy and Management Act (FLPMA), the National Environmental Policy Act (NEPA), the Public Rangelands Improvement Act (PRIA), the Federal Coal Leasing Amendments Act (FCLAA), and the Surface Mining Control and Reclamation Act (SMCRA).

**Base program**

The 1990 Base level for resource management planning is $9,370,000 and 180 FTE.

This level provides for the preparation, approval and revision of resource management plans (RMPs), plan maintenance, monitoring and evaluation, and coordination of planning actions with other agencies, State, local and Tribal government officials and the public.

Resource management planning activities are guided by the provisions of the BLM planning regulations in 43 CFR Part 1600 which incorporate the land use planning requirements of FLPMA and other statutes. Specific analytical, public participation and planning related requirements are set forth in the planning regulations. The requirements incorporate provisions for complying with the Council on Environmental Quality regulations implementing NEPA.

All RMPs and associated EIS's, amendments to existing plans, plan revisions, plan maintenance, monitoring and evaluation activities are accomplished in accordance with the planning regulations and the BLM Manual.

A mix of RMPs and of Management Framework Plans (MFPs) not yet replaced by RMPs comprise the existing base of BLM plans. This base covers approximately 98 percent of the Public Land area administered by the BLM (excluding Alaska). The MFPs in the base were prepared prior to adoption of the current planning regulations or during the transition period to RMPs. All MFPs presently in use were prepared in compliance with the principles of multiple-use and sustained yield, and were developed with appropriate public participation and intergovernmental coordination, but not necessarily precisely as prescribed by the current planning regulations.

In most cases RMPs are prepared for a BLM resource area (the Bureau's smallest administrative unit which includes an average of about 1.1 million acres of Public Land). RMPs and MFPs set forth an allocation of resources among competing uses and contain appropriate multiple-use management prescriptions. BLM management activities, including use authorizations, licenses and permits, must be implemented in conformance with the decisions and associated terms and conditions of existing plans.

Furthermore, BLM plans must be consistent with the resource-related plans, programs and policies of other Federal agencies, State and local governments and Indian tribes. The plans, therefore, serve as a key link in coordination with other agencies and governmental entities. Changes in circumstances, including the results of monitoring and evaluation, are addressed through the plan amendment process, or plan revision, if warranted.

New land use proposals, whether BLM or non-BLM in origin, which do not conform to existing plans, are considered through the plan amendment process and its attendant procedural and documentation requirements. New planning-related data must be periodically and systematically incorporated into existing plans to maintain their usefulness.

Planning work falls within three general categories and includes the interrelated actions described below:

- **Preplanning:** Advance preparation for plan making (appropriately scaled to the type of planning involved), including preliminary assessment of issues, data and skill needs (if any), schedule projection and initial assignments, and advance coordination (internal and external).

- **Plan Preparation:** Execution of the 9 prescribed action steps as detailed in the 43 CFR 1600 regulations. These categories of steps are: scoping, inventory, management situation analysis, formulating an assessment of alternatives, public review of draft plan and environmental document, plan selection, consistency review, protest resolution, and plan approval.

- **Plan monitoring and maintenance:**

  - Determining the conformance of management activities and new proposals to existing plan decisions and the need for amendment.

- Monitoring and evaluating approved plans to determine plan effectiveness, progress, and success of implementation; and the need to schedule plan revisions.

- Maintaining plans to ensure their continued utility and effectiveness.

- Coordinating management actions and ensuring consistency with other Federal agencies, and local, State and Tribal governments.

- Ensuring NEPA compliance of the subsequent and more detailed plans of actions that are taken as a result of the plans.

Until 1985, planning activity concentrated on the preparation of new RMP's to fulfill mandated program specific planning schedules (such as wilderness and grazing). Beginning in 1986, more emphasis was placed on plan monitoring, maintenance, and amendment. This shift in the emphasis from new RMP preparation to plan monitoring and maintenance reflects both progress on meeting the scheduled mandates which drove earlier planning efforts, and a growing appreciation of the importance of monitoring and maintenance activities to keep the existing BLM planning base current.

In the 1990 Base program, 10 preplanning efforts would be completed. Some would result in decisions to do plan amendments which are funded by the action-forcing benefiting activity, and some would result in a decision to prepare an RMP. Also in the Base program, 12 RMPs in progress will be completed, 166 plans will be monitored, and valid plans would be maintained as described above. The reduction in plans monitored, from 178 in 1989 to the 1990 Base level of 166, results from new RMPs consolidating previous MFPs which were prepared for smaller areas. The total area monitored does not change. A significant effort will be expended in the areas of planning coordination (State and local, other Federal agencies, etc.) as required by FLPMA and of environmental coordination as required by NEPA.

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 9,370 | 8,626 | -744 |
| FTE | (180) | (165) | (-15) |

The proposed decrease of $744,000 and 15 FTE is possible because of the BLM decision to rely on amending existing plans whenever possible instead of preparing new RMPs. The planning program will continue to emphasize those planning efforts necessary to meet court-mandated requirements of *Conner v. Burford* which speak to NEPA compliance in oil and gas leasing activities.

MFPs prepared after 1979 were prepared in accordance with the requirements of NEPA and FLPMA with regard to multiple-use, sustained yield management and provision for public input to plan preparation. These MFPs are kept current by plan maintenance and are amended as necessary to reflect on-the-ground conditions and changes in program emphasis. Such plans are fully adequate to guide sound resource management decision making. The proposed decrease will result in deferring 4 new planning starts to future years.

The number of plans completed in 1990 will remain unchanged since most of the work on them is completed in previous years.

Some decrease in workload capability results from absorbing increased Bureauwide fixed costs.

## Resource Management Planning Workload Accomplishments

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Preplanning efforts (number completed) | 10 | 12 | 10 | 6 | -4 |
| Resource mgmt. plans (number completed) | 11 | 12 | 12 | 12 | --- |
| Plans monitored (number) | 190 | 178 | 166 | 166 | --- |

**Distribution of change by object class**

The object class detail for the proposed decrease of $744,000 and 15 FTE is as follows:

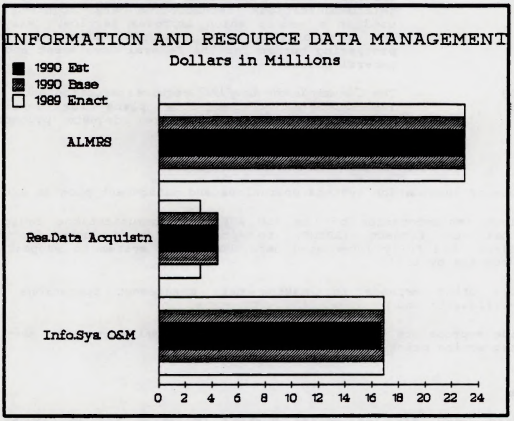
| | FTE | Amount |
|---|---|---|
| Personnel compensation | 15 | $450,000 |
| Personnel benefits | | 90,000 |
| Travel and transportation of persons | | 5,000 |
| Transportation of things | | 2,000 |
| Printing and reproduction | | 8,000 |
| Other services | | 179,000 |
| Supplies and other services | | 10,000 |
| Total | | $744,000 |

## Activity Summary

**Activity: Information and Resource Data Management**

*(dollars in thousands)*

| Subactivity | 1988 Actual B.A. | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Information Systems Operations and Management | 13,499 | 16,906 | 16,948 | 16,725 | -223 |
| Resource Data Acquisition and Management | 3,250 | 3,185 | 4,430 | 4,410 | -20 |
| ALMRS Project | 13,543 | 22,969 | 22,951 | 22,903 | -48 |
| Total | 30,292 | 43,060 | 44,329 | 44,038 | -291 |



## Justification of Program and Performance

**Activity:** Information and Resource Data Management
**Subactivity:** Information Systems Operation and Management

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 16,906 | 16,948 | 16,725 | -181 | -223 |
| FTE | (282) | (281) | (281) | (-1) | (---) |

### Authorization

| | |
|---|---|
| 43 U.S.C. 1731<br>P.L. 94-579 | The *Federal Land Policy and Management Act of 1976* provides for management of the Public Lands through the BLM. |
| 44 U.S.C. 3501-3520<br>P.L. 96-511 | The *Paperwork Reduction Act of 1980* provides National Federal Information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal Government and the general public. |
| 40 U.S.C. 759<br>P.L. 100-235 | The *Computer Security Act of 1987* requires adoption and implementation of security plans for sensitive information systems to ensure adequate protection and management of Federal data. |

### Objectives

The objectives of information systems operations and management program are to:

- Continue implementation of the BLM ADP/Data Communications Equipment Modernization Project (ADEMP) to provide for a cost-effective, efficient, and fully integrated data management system to support all BLM programs by 1994;
- Explore other methods for making data management operations more cost-efficient; and
- Provide appropriate ADP systems and data management support to meet BLM program action priorities.

### Base program

The 1990 Base level for Information Systems Operation and Management is $16,948,000 and 281 FTE. The program involves ADP systems development, computer operations, system and hardware maintenance, and data telecommunications to support BLM natural resource programs and administrative systems requirements.

**Automated Data Processing (ADP)**

Automated data processing plays a major role in the accomplishment of BLM's responsibilities as manager of the Public Lands. This role includes processing of data necessary to make decisions involving resources valued in multi-billions of dollars, as well as providing support to make administrative and management activities more efficient.

At present there are about 20 major operating automated systems within BLM that provide managers with information to make sound resource management and administrative decisions. Examples of such systems are the Solid Leasable Minerals System (SLMS), Lease Management System (LMS), and the Automated Inspection and Reporting System (AIRS). These systems ensure proper lease management involving compliance and collections of revenues from solid and fluid mineral leases. Other examples include the Grazing Automated Billing System (GABS) which provides accounting for grazing fee billings and provides information on range utilization, and the Ecological Site Inventory which provides managers with necessary information regarding soil and vegetation data including ground cover, erosion ratings, ecological condition and trend. Other automated systems provide necessary information regarding personnel, budget, finance, and other administrative functions.

Under ADP, the following functions are performed:

1. Operation, maintenance, and management of ADP equipment and software;

2. Development, testing, and implementation of new ADP systems;

3. Acquisition and installation of appropriate kinds and sizes of ADP equipment in BLM field offices, and operation, maintenance, and management of central site hardware configurations and State office minicomputers;

4. Screening and control of new system proposals to ensure that proposals support BLM missions as specified by on-the-ground users and managers and that proposals are coordinated to result in uniform Bureauwide applications; and

5. Technical assistance to system users.

BLM's current equipment configuration consists of a Honeywell 66/80 mainframe computer acquired in 1978 and upgraded to a DPS-8000 in 1989. Most administrative and natural resource ADP systems are run on this equipment. Each BLM State Office is equipped with Honeywell DPS-6 Plus minicomputer for general ADP work. There are also minicomputers dedicated to geographic information technology applications. To provide ADP support services, each State Office and several District and Resource Area offices have a small ADP staff to operate the equipment, develop ADP system applications to meet local needs, and provide technical assistance and support to the district and area office resource personnel.

Microcomputers (or personal computers) are being used by BLM to take advantage of their increased technological and software capability. Many applications, once restricted to large scale computers, can now be more efficiently and economically performed by the microcomputer.

Included within automated data processing is a project to protect and automate the historical land records (indexing and optically scanning the documents) in BLM's Eastern States Office.

**ADP Modernization Project (ADEMP)**

BLM initiated an ADP modernization project in 1985 to determine its ADP requirements during the decade of the 1990's. The goal is to provide for Bureauwide implementation of a modern, fully integrated ADP system in the mid-1990's. BLM has been assisted in the effort by experts from American Management Systems (AMS). The ADEMP's purpose is to assist BLM in defining the most efficient and cost-effective configuration of software, hardware and

data communications to meet BLM's ADP requirements for the 1990's. The project will tie together all aspects of ADP uses and requirements ranging from large scale mainframes to personal computers and word processors. Major goals of the modernization project are to ensure: that all BLM ADP equipment will be fully compatible; that data is shared by necessary users, that uses are tailored to appropriate types of equipment, and that unnecessary duplication of equipment does not occur because of system incompatibilities.

The modernization project will consider the ADP requirements of BLM's ALMRS project in conjunction with the analysis of BLM's other systems. It will also include an analysis of the functional requirements for automated resource data systems and office automation systems (e.g. word processing). The analysis of configuration options of meeting BLM's full set of technical and functional requirements was completed in the first quarter of 1988. The specific connection between the modernization project and other BLM ADP applications will be established during the General System Design in 1989 (See the ALMRS project justification).

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 16,948 | 16,725 | -223 |
| FTE | (281) | (281) | (---) |

The 1990 estimate is a decrease of $223,000. This decrease is largely made possible by a reduction in maintenance costs associated with a Burroughs computer in BLM's Alaska State Office which will be taken out of service in 1990 and will not be replaced. The Alaska Automated Land Records System (AALRS) is currently being operated on this computer. In 1990, the AALRS system will be redeveloped as part of the BLM interim Land Information System and will be operated on a larger computer currently owned by BLM for which the maintenance costs are funded in the Base program. Consequently the Burroughs computer need not be replaced.

The purchase of computer equipment valued at $77,000 will be deferred as the result of the BLM having to absorb increased Bureauwide fixed costs in 1990.

**Distribution of change by object class**

The object class detail for the proposed decrease of $223,000 is as follows:

| | FTE | Amount |
|---|---|---|
| Other services | --- | $146,000 |
| Equipment | | 77,000 |
| Total | | $223,000 |

## Justification of Program and Performance

**Activity:** Information and Resource Data Management
**Subactivity:** Resource Data Acquisition and Management

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 3,185 | 4,430 | 4,410 | +1,225 | -20 |
| FTE | (57) | (63) | (63) | ( +6) | (---) |

### Authorization

43 U.S.C. 1711, 1731
P.L. 94-579

The *Federal Land Policy and Management Act of 1976 requires* preparation and maintenance of an inventory of all Public Lands and their resources and other uses on a continuing basis, and provides for management of the Public Lands through the BLM.

44 U.S.C. 3501-3520
P.L. 96-511

The *Paperwork Reduction Act of 1980* provides national Federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, delivery, and productivity, and reduces the information processing burden for the Federal Government and the general public.

### Objectives

The objectives of the resource data acquisition and management subactivity are to:

- Improve resource management decision making by automating resource data.
- Utilize geographic information technology in support of BLM energy, minerals, lands, and renewable resource programs;
- Develop BLM data classification and standards in cooperation with other agencies;
- Produce accurate maps necessary for resource management; and
- Process data using established remote sensing techniques in support of BLM field operations and fund BLM's participation in the high-altitude photography program.

### Base program

The 1990 Base level for the resource data acquisition and management subactivity is $4,430,000 and 63 FTE. Under resource data acquisition and management, support is provided for the use of existing technology to automate certain BLM resource and physical data. In addition, the closely related field of photogrammetry and mapping are included to produce maps necessary for resource management activities. The costs of actual Automated Resource Data (ARD) applications are funded by benefiting subactivities.

The Base level for Resource Data Acquisition and Management is $1,225,000 over the 1989 enacted to date. Included in the difference is an adjustment of $1,215,000 to reflect a consolidation of all base funding requirements for these types of functions in this subactivity. The balance of the difference is due to the additional pay costs resulting from the 1989 pay increase.

**Automated Resource Data (ARD)**

BLM is increasingly using ARD with existing Geographic Information Systems (GIS) technology to help resource managers make better-informed decisions in a more cost-effective manner though a concept called "Land Information System" (LIS). Demonstrated benefits of automated over manual methods in savings of time and money and in increasing the accuracy of data and improved data manipulation have greatly expanded the field use of automated information technology.

ARD are used as part of a LIS process where land characteristics, either physical (natural or human-made) or legal (boundaries, designated areas, leases, etc.) can be spatially designated in a computer data base and spatially compared with other land characteristics for purposes of analysis. In BLM, this technology is employed in such diverse areas as lightning detection systems and land use planning. In resource management, the technology is primarily used for resource conflict analysis. Sets of data are overlaid to define potential conflicts among resource values, and analysis is performed to minimize resource use conflicts while optimizing resource utilization. Through use of existing technology, BLM can perform multivariate resource analysis. Records data, such as ownership, leases, withdrawals, etc., can be incorporated to represent defined areas where BLM should be aware of resource values. Consequently, data from the Automated Land and Mineral Records System (ALMRS) can be translated into a GIS context and vice versa to enhance its usefulness for land management. BLM has identified the concept of the Land Information System to ensure that, to the maximum extent feasible, data from ALMRS and ARD data bases can be mutually exchanged and registered to common geographic positions established by the cadastral survey Public Land Survey System.

A staff is assigned to the BLM Service Center to maintain BLM's existing GIS technology and to develop additional applications for field users to facilitate BLM's resource management objectives. User support and technical assistance is also provided. The cost of implementing actual ARD applications in program operations is funded by the benefiting program activity.

**Acquisition of Automated Resource Data**

Automated data are derived from numerous sources. Some data are digitized from maps containing resource information obtained from BLM's resource inventory activities. Additional necessary data are obtained from the Geological Survey's (GS) National Digital Cartographic Data Base (NDCDB) which contains digital terrain data in the form of digital elevation models (DEM) and selected base category data such as transportation, hydrography (streams and water bodies), administrative boundaries, and the Public Land Survey System as digital line graph (DLG) files. BLM will produce DEM and DLG files on areas where such files are unavailable from the GS. These files are exchanged with the GS and help the GS accelerate its own efforts to complete the NDCDB.

Data are obtained from aerial photography and digital satellite imagery from the Geological Survey's EROS Data Center. This type of approach to obtaining data is known as remote sensing and greatly reduces the costs of producing maps whether on paper or in a digital data base. BLM participates in the GS's High Altitude Photography program at an annual cost of $250,000.

BLM uses conventional and high altitude aerial photography for many resource mapping and monitoring applications. Medium-scale color and color-infrared stereo aerial photographs are used for BLM's resource management mission. Information is extracted by photo interpretation techniques or transferred from field reconnaissance. Typical applications include soil survey, range and forest vegetation analysis, recreation and cultural resource assessment, engineering, mineral activity monitoring, potential trespass identification, realty actions, and cadastral surveys. BLM is beginning to acquire and use large scale aerial photographs for site-specific rangeland monitoring and riparian area analysis.

Digital Landsat data has been used extensively for vegetation/land cover mapping in Alaska. BLM has cooperated with the GS to develop land cover classifications from Landsat data, digital terrain, and field data collected from helicopter surveys. These classifications are merged with other digital resource data and are used for planning purposes.

**Mapping Activities**

BLM produces approximately 100 base maps annually. These maps are derived from the base maps produced by the GS and display information necessary for BLM's management programs such as Public Land Survey Data, and land and mineral ownership data, in addition to topography, transportation, hydrography, and administrative boundaries. Several resource data themes can be overlayed onto a base map to identify resource conflicts. Traditionally these themes were drawn on mylar overlays and physically placed over the base map. With the development of LIS and ARD these data themes can be digitized and electronically overlayed to produce a much wider range of maps for the desired application.

BLM uses aerial photographs to produce orthophotographs (rectified aerial photographs in which terrain relief displacement and camera tilt effect are removed) and orthophotoquads (photographic products made from one or more orthophotographs and matching a standard map format). These products are especially useful for resource mapping because features mapped on orthophotoquads are registered to the corresponding topographic map base and can be digitized and entered directly into a digital data base. This process reduces costs and minimizes inaccuracies.

BLM has a photogrammetry program to meet a variety of information requirements. BLM can achieve desired accuracy and currency of topographic information from the appropriate type of aerial photograph. With proper field control, measurement accuracies of less than one foot can be achieved. This type of highly accurate product is required for purposes such as ownership boundary surveys, oil and gas well locations, road design, and verifying coal and mineral production reports. Less accurate mapping is required for vegetation and wildlife habitat mapping, estimating of timber volumes, and mapping of transportation routes and utility lines. Historical files of aerial photographs can be used to monitor changes associated with many applications, such as open pit mine volume calculations, hazardous wastesite studies, riparian boundary surveys, monitoring the effects of livestock grazing, and determining potential periods of trespass activity.

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 4,430 | 4,410 | -20 |
| FTE | (63) | (63) | (---) |

The 1990 Estimate is a decrease of $20,000 resulting from the BLM having to absorb increased bureauwide fixed costs. The effect of the reduction will be off-set by efficiencies gained from improved technology.

**Distribution of change by object class**

The object class detail for the proposed decrease of $20,000 is as follows:

| | FTE | Amount |
|---|---|---|
| Other services | --- | $20,000 |

**Activity:** Information and Resource Data Management
**Subactivity:** Automated Land and Mineral Records System Project (ALMRS)

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 22,969 | 22,951 | 22,903 | -66 | -48 |
| FTE | (180) | (179) | (179) | ( -1) | (---) |

**Authorization**

43 U.S.C. 1711, 1731
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* requires preparation and maintenance of an inventory of all Public Lands and their resources and other uses on a continuing basis, the identification of the boundaries of the Public Lands, and provides for management of the Public Lands through the BLM.

44 U.S.C. 3501-3520
P.L. 96-511

The *Paperwork Reduction Act of 1980* provides national Federal information policy, and as part of this, ensures that automatic data processing and telecommunications technologies are acquired and used in a manner which improves service, deliver, and productivity, and reduces the information processing burden for the Federal Government and the general public.

**Objectives**

The objective of the Automated Land and Mineral Records System (ALMRS) project is to automate fully the BLM land and mineral records by the end of 1993 in order to:

- Improve service to the public by expanding the usefulness and accessibility of the land and mineral records data;
- Reduce the time involved in processing land and minerals casework;
- Provide greater speed and flexibility in maintaining current minerals, lands, and resources ownership status records through faster, more accurate updating and enhanced capabilities for casework management;
- Provide for the preservation of valuable hard-copy records which have deteriorated through time and heavy use, thereby eliminating the need to institute a costly program to replace existing paper records;
- Reduce space cost and effort involved in maintaining the existing hard copy paper records system with its large requirements for storage of hard-copy records and its inflexibility in use; and
- Provide capability for more than one user to access the same data base at the same time at different locations, thereby increasing the efficiency and the usability of the records system.

**Base program**

The 1990 Base level for the ALMRS project is $22,951,000 and 179 FTE.

The ALMRS project was initiated in 1983 to automate the land and mineral records data which are fundamental to managing the Public Lands. The project is modernizing the present labor-intensive, manual records system which was installed beginning in 1955. With ALMRS, the BLM will develop and implement automated procedures for land and minerals case management, entering legal land descriptions, land and minerals ownership/use authorization status, and a geographic coordinate data base. These data will cover land and minerals ownerships for more than 46,000 townships encompassing approximately one billion acres for which BLM has surface and/or subsurface management responsibilities. ALMRS provides for a logical progression from the existing manual records system to an automated one. This will eventually enable BLM to retire most of its existing hard-copy land records. The automated system will be used not only by BLM for management purposes, but also by State and local governments, industry, and the general public to identify land status, resource availability, and possible encumbrances on private properties.

The primary documents in the existing system are:

- **The Master Title Plat** - A composite of the survey plats of a township on which current ownership and land status are cartographically described.

- **Historical Index** - A chronological summary of all actions which affect or may affect title to, disposition of, or use of lands and resources within a township.

- **Serial Register Page** - Chronological records of each use transaction (e.g., lease, permit, etc.) which has been requested or granted affecting the Public Land.

- **Patent Records** - A record of Government deeds (patents) which have originally conveyed legal title of public domain lands to another party (e.g., person, State, etc.) with a description of the land and any restrictions on the conveyance (e.g., a reservation of all or part of the mineral estate).

The manual records and the procedures involving their use were not capable of handling the increased public demand workload resulting from the energy boom of the early 1980's. ALMRS offers a comprehensive solution to very real land status and ownership records problems affecting the BLM, other Federal agencies, State and local governments, industry, and the general public.

ALMRS will replace an outdated, manual, hard-copy system which is cumbersome to use and keep current, with a faster and more efficient system to support adjudication of land and minerals cases and provide better service to the public.

ALMRS has already yielded an interim case tracking system which is capable of providing automated serial register pages, various statistical reports, case counts, individual case tracking, and case abstracts. All new lands and minerals cases are entered into and tracked by the automated system, representing a substantial time savings over the previous manual procedures required to process and maintain the necessary documents and records.

**Life Cycle Management**

To develop and implement ALMRS, BLM is utilizing a life cycle management approach that is consistent with Federal Information Processing Systems standards. System design and development will be accomplished under contract. BLM will provide overall project management, determine technical system requirements, develop and administer the necessary contracts for system design and implementation, and ensure that the system is developed in accordance with Federal ADP systems acquisition standards.

To manage the inherent risk of any such large project, the ALMRS implementation schedule includes the safeguards of:

- Demonstrating a successful prototype (with limited capabilities) in a field office setting. This prototyping has demonstrated that all ALMRS functions, including graphics, can be met using existing technology and off-the-shelf software with a limited amount of new software development. Results from prototype testing will guide development of accurate Request For Proposal (RFP) specifications for contracted implementation of the System, and ensure user-verified requirements definitions.

- Testing the system as designed by the contractor in one pilot State, beginning in 1991.

- Continued contact with the vendor community to keep abreast of current state-of-the-art practice through such mechanisms as Requests for Information (RFI), Requests for Comments (RFC) and newsletters.

BLM has established a demonstration project in its Farmington (New Mexico) Resource Area to determine how existing software and hardware can be used to tie together records, resources, and geographic coordinate data to develop applications useful for land managers. This effort has already successfully merged land description, status, and geo-coordinate data to develop graphic displays that can perform many of the functions that will exist in the ultimate ALMRS system.

BLM recognizes that ALMRS represents a major development effort that involves considerable cost. By proceeding in an orderly fashion and adhering to Federal ADP systems acquisition standards, the savings and improvements in management, that automation of the Public Land records will provide, will be realized.

**ALMRS System Data**

Collection of data for use in the system is currently underway. ALMRS data include legal land description, legal land status, and geographic coordinate data. Land description data are the alpha-numeric descriptions of a parcel of land in terms of the Public Land Survey System. Land status data describe the bundle of property rights associated with a parcel of land. These include surface ownership, leasing actions, easements granted, mining claims, and any other factors which affect the availability of a given tract of land or its resources for governmental or private use. Geographic coordinate data will match corners established by cadastral surveys with the longitude, latitude, and elevation of points on the earth's surface. These data are necessary to provide graphic representations that will enable ALMRS to replace the existing manual Master Title Plat, use plats, and other graphic outputs. Land description data collection will be completed by the end of 1988. Systematic collection of geographic coordinate data began in 1989. Land status data collection will be completed during 1991. Collection of all data to be used in a fully operational ALMRS will be completed during 1992.

Experience gained in prototyping and from the Farmington Demonstration Project has shown that the most important and management intensive aspect of successful project implementation was in the design and building of the ALMRS data base. It has also been found that data being entered into the ALMRS data base provide the potential to achieve significant interim benefits to BLM's resource management programs even when run on the equipment that is currently available in BLM.

**ALMRS System Analysis**

The ALMRS concept was initially analyzed by the Federal Computer Performance Evaluation and Simulation Center (FEDSIM), an ADP systems support agency for the General Services Administration. The study found that ALMRS is technically feasible and is sufficiently well-justified and documented to proceed to the development phase. The accompanying cost/benefit analysis estimated a favorable 2.74:1 ratio of benefits to costs over the project's life cycle.

**ALMRS System Design**

The systems analysis phase of the project was completed at the end of 1987. The experience gained during this phase led BLM management to decide that a procurement strategy would be adopted which combined the procurements for software and hardware into a single procurement to reduce risk of contract incompatibility and to improve assurance of actual success that the system as designed will meet identified user needs. Prior to issuing the actual project design and implementation contract, a General System Design (GSD) contract was issued during 1988. Under the GSD, the project's functional requirements are analyzed against alternative system architectures to determine how various approaches will affect the cost, performance, efficiency, and sizing requirements for the total system. The GSD is planned for completion in early 1989. The results of the GSD will be incorporated into the functional and system specifications for the combined hardware and software RFP.

Detailed system design will be accomplished by the project contractor as part of the combined hardware/software project implementation contract scheduled for award in 1990. In 1991, BLM will conduct a critical design review to ensure that all system requirements are met. Initial indications are that automated processing capabilities currently exist that will meet ALMRS project requirements, that these capabilities are neither experimental nor developmental, and that existing "off-the-shelf" software can be used by the contractor to a great extent. Meanwhile, data collection and automation, and data match/merging can proceed in order to develop the total ALMRS data base.

**ALMRS Project Schedule**

Major Milestones in the ALMRS project implementation schedule are as follows:

| | Completion | |
|---|---|---|
| Data Collection | | |
| Legal Land Description | 9/88 | (FY 88) |
| Land Status | 12/90 | (FY 91) |
| Geographic Coordinates | 12/91 | (FY 92) |
| General System Design | 2/89 | (FY 89) |
| Hardware/Software Contract | | |
| Issue Request for Comments | 2/89 | (FY 89) |
| Receive Comments | 2/89 | (FY 89) |
| Issue Request for Proposals (RFP) | 7/89 | (FY 89) |
| Close RFP | 9/89 | (FY 89) |
| Award Contract | 6/90 | (FY 90) |
| Critical Design Review | 3/91 | (FY 91) |
| Initial Hardware Delivery | 8/91 | (FY 91) |
| Pilot Testing | | |
| Begin | 8/91 | (FY 91) |
| Complete | 6/93 | (FY 93) |
| Begin Bureauwide Implementation | 7/93 | (FY 93) |

The ALMRS project long-term funding plan is as follows:

**ALMRS Project Funding Schedule**

*(dollars in millions)*

| | Software Hardware | Data Collection | Project Management | Total |
|---|---|---|---|---|
| 1987 actual | --- | 2.3 | 2.7 | 5.0 |
| 1988 appropriation | 4.0 | 6.6 | 2.9 | 13.5 |
| 1989 appropriation | 2.0 | 18.0 | 3.0 | 23.0 |
| 1990 President's Budget | 8.0 | 11.9 | 3.0 | 22.9 |
| 1991 (est.) | 12.0 | 2.1 | 3.0 | 17.1 |
| 1992 (est.) | 32.0 | --- | 3.0 | 35.0 |
| 1993 (est.) | 32.0 | --- | 3.0 | 35.0 |
| Total | 90.0 | 40.9 | 20.6 | 151.5 |

Beginning in 1989, BLM funding for the ALMRS project was appropriated on a no-year basis to ensure that funds will be available when required for proper development phasing, and that the threat of funds lapsing at the end of a fiscal year will not result in unnecessary project delays or cause approved funding levels to lapse before they can be used for project implementation.

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 22,951 | 22,903 | -48 |
| FTE | (179) | (179) | (---) |

The 1990 estimate is a decrease of $48,000 made necessary by the BLM having to absorb increased Bureauwide fixed costs in 1990. This will result in a small reduction in the amount of data collection work funded in 1990.

**Distribution of change by object class**

The object class detail for the proposed decrease of $48,000 is as follows:

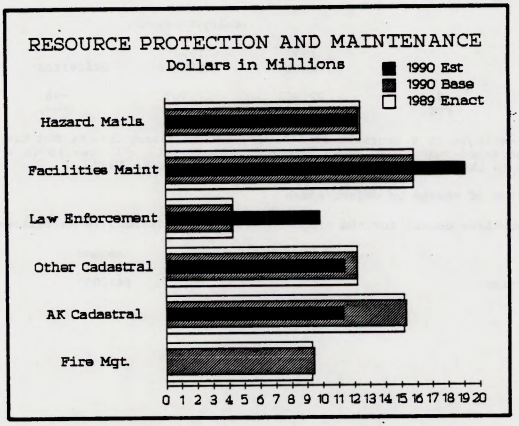
| | FTE | Amount |
|---|---|---|
| Other services | | $48,000 |

## Activity Summary

**Activity: Resource Protection and Maintenance**

*(dollars in thousands)*

| Subactivity | 1988 Actual B.A. | 1989 Enacted | 1990 Base | 1990 Estimate 1/ | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Fire Management | 9,424 | 9,282 | 9,357 | --- | 9,357 |
| Alaska Cadastral Surveys | 15,369 | 15,232 | 15,271 | 11,257 | -4,014 |
| Other States Cadastral Surveys | 12,293 | 12,165 | 12,246 | 11,400 | -846 |
| Resource Protection and Law Enforcement | 4,008 | 4,257 | 4,245 | 9,801 | +5,556 |
| Facilities Maintenance | 14,384 | 15,791 | 15,824 | 19,146 | +3,322 |
| Hazardous Materials Management | 5,860 | 12,374 | 12,344 | 12,332 | -12 |
| Total | 61,338 | 69,101 | 69,287 | 63,936 | -5,351 |




1/ The budget contains a proposal to fund all Interior Department fire program costs from a new permanent, indefinite account. Fire management functions would be fully funded from that account. In the absence of the proposal, the Fire Management estimate for 1990 would be $10,032,000.

## Justification of Program and Performance

**Activity:** Resources Protection and Maintenance
**Subactivity:** Fire Management

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate 1/ | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 9,282 | 9,357 | --- 2/ | -9,282 | -9,357 |
| FTE | (135) | (135) | (138) | (+3) | (+3) |

**Authorization**

| | |
|---|---|
| 43 U.S.C. 1748<br>P.L. 94-579 | The *Federal Land Policy and Management Act of 1976* provides for protection of Public Lands and resources from destruction by fire. |
| 16 U.S.C. 594<br>P.L. 67-315 | The *Timber Protection Act of 1922* provides for mutual aid in fire protection. |
| 42 U.S.C. 1856 | The *Reciprocal Fire Protection Agreement Act of 1955* provides authority for mutual aid in fire protection. |

**Objectives**

The objectives of the fire management program are to:

- Implement the BLM's Fire Management Activity Plans (FMAP) which identify program objectives, equipment, facilities, personnel and support needs along with associated costs to perform fire management activities including fire protection, fire use, and fuels management. The current program includes:

  - providing the optimum mix of trained personnel, specialized equipment, logistical support, and communication systems to minimize the overall cost of wildfire in terms of suppression dollars, resource damages, and personal property and lives lost by detecting and suppressing 90 percent of all fires 80 percent of the time before they exceed initial attack capabilities;

  - working with local, State, private and other Federal agencies to reduce the continuing increase in person-caused fires;

  - providing mutual assistance to other Federal and State agencies when wildland fires escape initial control efforts;

1/ The 1990 Estimate includes the legislative proposal, which would provide 1990 funding for all fire program activities (including fire management) from a new permanent, indefinite account.

2/ In the absence of the legislative proposal, the 1990 Estimate for fire management would be $10,032,000, an increase of $750,000 from the 1989 enacted level and an increase of $675,000 from the Base.

- training and deploying a total of 107 smokejumpers during the strength of force (SOF) emergency presuppression period in Alaska and the Lower 48 States in order to move firefighters to remote locations before fires escape initial attack capability; and

- having approximately 400 fire engines, 19 airtankers, 33 helicopters, and approximately 2,000 seasonal firefighters trained, equipped and deployed during the SOF period to initially attack the 10-year annual average of 2,700 fires that burn 964,000 acres on BLM protected lands throughout Alaska and the western United States.

o Cooperate with other fire agencies by developing coordinated and mutually beneficial fire management systems;

o Detect potential lightning fires, monitor local weather with remote automatic stations and disseminate information to over 50 dispatch centers and other agencies to expedite fire suppression force deployment;

o Provide technical guidance and support for the use of fire as a management tool to enhance or attain resource management objectives; and

o Perform fuels management activities to reduce the cost of suppression and resource losses and to help meet resource management objectives.

**Base program**

The 1990 Base level for the fire management program is $9,357,000 and 135 FTE.

BLM's fire program is divided into two broad categories. The "fire management" subactivity provides program management, equipment, training development and information systems management, and is relatively consistent from year to year and is integral to the BLM other resource management responsibilities. The other category is "firefighting and rehabilitation" which covers the fire presuppression, firefighting, and rehabilitation expenditures that vary from year to year with the actual occurrence and severity of fires during the fire season. The firefighting and rehabilitation program is discussed under the "Emergency Operations" activity heading.

The fire management program shares the BLM mission to protect and enhance the natural resources of the Public Lands to preserve their multiple-use capability in meeting the Nation's resource requirements. As one part of the mission, BLM is responsible for protecting property and natural resources from the destructive effects of wildfire on the 344 million acres of both Public Lands managed by BLM and other lands through cooperative agreement or mutual exchange.

BLM carries out its fire management responsibilities on the Public Lands and on some lands of other Federal and State agencies by providing direct suppression; by arranging cooperative protection exchanges with the Forest Service, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service, and some State agencies; and by entering into contracts with State and Federal agencies for protection of approximately 6 million acres of Public Land.

BLM maintains and operates a large, interagency fire support center at Boise, Idaho, in cooperation with the Forest Service and other Interior agencies. This center, the Boise Interagency Fire Center (BIFC), provides logistic support by mobilizing and coordinating movement of fire suppression resources when local capability is exceeded and when the local agency requests assistance. The national fire cache for supplies and radios, the technical support for the Initial Attack Management System (IAMS) and the BLM fire training development center are also housed at BIFC.

During the mid-1960s and early 1970s, BLM pursued a course which emphasized the need for increased efficiency in combating the "disaster fire." The culmination of this effort was achieving full operation of BIFC. By 1972, BLM had amended its priorities and also began to increase its detection and initial attack capability to complement its earlier efforts. The Fire Management Planning System and the IAMS scheduled for full implementation by 1991, are the main thrusts of this amended effort.

The priority BLM accomplishments planned for 1990 are as follows:

- Train, equip and dispatch fire and support personnel for the 10-year annual average of 2,700 fires;
- Operate and maintain the BLM share of the BIFC program in fire preparedness, logistical support, training and communications;
- Operate and staff the BLM's Alaska Fire Service (AFS) to protect designated Interior Department managed and other lands in Alaska and provide BLM's pro-rated share of base program costs for the Alaska Fire Service;
- Begin implementation of Phase III (the final phase) of the IAMS;
- Provide operation and maintenance for Phases I and II of the IAMS program (see IAMS section below);
- Continue to implement a "greenstripping concept" to reduce the size and number of large project fires, and protect resource values in selected high fire occurrence areas;
- Continue to modernize the fire planning process, including an economic analysis to determine fire force requirements to develop the most cost efficient and effective program; and
- Increase fire prevention activities with special emphasis in the wildland/urban interface zone and on fire trespass.

**Alaska Fire Service (AFS)**

The BLM provides fire protection to all Department of Interior lands in Alaska and to applicable Alaska Native lands through BLM's Alaska Fire Service. The cost of the Alaska fire management program is estimated to be $1,500,000. The area protected includes approximately 197 million acres. BLM receives reimbursement for a portion of AFS funding requirements from other agencies in the Department which benefit from the fire management program. Funding would be derived from the bureaus of the Department as follows:

| | |
|---|---|
| Bureau of Land Management | $1,000,000 |
| Fish and Wildlife Service | 340,000 |
| National Park Service | 150,000 |
| Bureau of Indian Affairs | 10,000 |
| Total, Alaska Fire Service | $1,500,000 |

**Initial Attack Management System (IAMS)**

At the 1990 Base level, the IAMS basic computer software programming and the lightning detection network will be completed. Additionally, 38 Remote Automated Weather System (RAWS) stations will be purchased with 1990 base funds which would bring the total RAWS in operation to 291. An additional 46 stations are scheduled to be purchased in future years to finish the 337 station RAWS network and complete the basic IAMS project.

SCHEDULE OF IAMS COST AND SAVINGS

$000s

| | 1983 | 1984 | 1985 | 1986 | 1987 | 1988 | 1989 | 1990 | Outyears | Total |
|---|---|---|---|---|---|---|---|---|---|---|
| Phase I | 1,950 | | | | | | | | | 1,950 |
| Phase II | | | | 1,020 | 800 | 380 | | | | 2,200 |
| Phase III | | | | | | 420 | 550 | 365 | 745 | 2,080 |
| Operation & Maint. | | | | | 600 | 600 | 850 | 1,110 | 1,400 | N/A |
| Suppression Cost Avoided | | | 540 | 540 | 2,000 | 3,000 | 4,000 | 4,200 | 5,000 | N/A |

**Increase From 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 9,357 | 10,032 | [+675] |
| FTE | (135) | (138) | (+3) |

An increase of $675,000 and 3 FTE is proposed in 1990 for fire management. The increase of $675,000 is divided between fire activities involved with the evolving Wildland/Urban Interface issue and the Initial Attack Management System (IAMS) as follows.

**Wildland/Urban Interface ($210,000)** Recent demographic trends from urban to suburban living has greatly expanded urban like development into areas previously considered rural, such as forested areas, semi-arid brush and range lands, and the wide open spaces as families and individuals have sought to escape urban, and recently traditional suburban congestion and stressful lifestyles. With modern communications and transportation it is now possible to work at high paid technical jobs and live in rural areas. Consequently in recent decades, homes of substantial value, which constitute a family's or individual's principal residence have been constructed in "wildland" areas. This has created a significant wildland firefighting and protection problem, known as the "wildland/urban interface" area. An increase of $210,000 is needed to support the National Interagency wildland/urban interface initiative and the development of new techniques, equipment and training to fight fires in the interface.

The goal of the initiative is the reduction of the loss of life, property and natural resources from fires occurring within the wildland/urban interface. The strategy involves national and local efforts to bring principal organizations together (i.e. architects, builders, planners, insurance industry, and firefighters) to develop recommended actions and effect a change in existing conditions. The $210,000 increase will be used for equipment development and preparation of information materials. A total of $125,000 will be directed to BIFC for development of ground and aerial enhanced foam generation fire fighting equipment and to convert existing fire engines in those districts having a significant wildland/urban interface. The remaining $85,000 represents the BLM's contribution to the National Fire Protection Association to support the goals of the Initiative through development and distribution of public information materials and continued National support of local field office activities addressing the Initiative.

**Initial Attack Management System (465,000)** An increase of $465,000 and 3 FTE is needed to continue toward complete implementation of IAMS. IAMS is a computerized, remote detection system that was designed by the BLM to provide additional intelligence to fire managers to more effectively perform fire detection, pre-positioning forces and dispatch initial attack forces. If the opportunity exists to attack fires when they are small, under moderate to severe conditions the chances of successfully suppressing them with the initial attack force is high and results in the final suppression cost being significantly lower than if the time escapes to project size. The basic IAMS system consists of 3 sub-systems as follows:

- An Automatic Lightning Detection System (ALDS) network.
- Remote Automatic Weather Station (RAWS) network.
- The hardware and software linking the ALDS and RAWS with fire fuel data and fire behavior modeling features.

The IAMS system has been completed except for the RAWS network. The RAWS stations are integral to the success of the IAMS system. These stations provide the weather data used to predict fire behavior. This would include temperature, windspeed, relative humidity, and precipitation all of which is used to determine fuel moisture, and eventually estimate the current threat of a fire if it occurred in the general location of the RAWS. With the increase, the basic programming and the lightning detection network will be completed. These additional funds will be used to purchase 41 RAWS stations in 1990 which will bring the total number of stations to 331. This will leave an additional 6 stations to be purchased in future years to complete the RAWS network of 337 stations.

The 3 FTE will be used to support the operational aspects of the IAMs program. As BLM shifts from procurement of IAMS hardware such as computers, ALDS and RAWS, to operation and maintenance of this system, there is an increased need for personnel for systems operation. This includes site visits for preventative maintenance, field repair of solar panels and battery packs, field or lab instrument recalibration and emergency repair when a unit fails.

**"Federal Wildland Firefighting" Funding Initiative**

The 1990 President's Budget contains an initiative to fund all Federal Wildland firefighting activities from 2 separate permanent, indefinite appropriations; one account in the Forest Service, and one account for the Interior Department, to be administered by BLM. The proposed Federal Wildland Firefighting Account will fund all aspects of the Federal agency's fire program, including the fire management functions described in this program. If the initiative is enacted, the fire management function would thereafter not be funded in the "MLR" account. See the separate justification for the new "Federal Wildland Firefighting" fund initiative.

## Distribution of change by object class

The object class workload detail for the decrease of $9,357,000 is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | | $3,357,000 |
| Personnel benefits | | 810,000 |
| Travel and transportation of persons | | 140,000 |
| Other services | | 3,000,000 |
| Supplies and materials | | 50,000 |
| Equipment | | 2,000,000 |
| Total | | $9,357,000 |

## Distribution of change by object class

The object class workload detail for the increase of $675,000 1/ and 3 FTE is as follows:

| | FTE | Amount (Non-Add) |
|---|---|---|
| Personnel compensation | +3 | $ 90,000 |
| Personnel benefits | | 18,000 |
| Travel and transportation of persons | | 10,000 |
| Other services | | 210,000 |
| Supplies and materials | | 5,000 |
| Equipment | | 342,000 |
| Total | | [$675,000] |

1/ In the event the new firefighting funding initiative were not enacted, the 1990 Estimate would be $10,032,000 an increase of $675,000 over the Base.

## Justification of Program and Performance

**Activity:** Resource Protection and Maintenance
**Subactivity:** Alaska Cadastral Surveys

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 15,232 | 15,271 | 11,257 | -3,975 | -4,014 |
| FTE | (150) | (150) | (110) | (-40) | (-40) |

**Authorization**

| | |
|---|---|
| 43 U.S.C. 1711, 1738<br>P.L. 94-579 1976 | The *Federal Land Policy and Management Act (FLPMA) of 1976* authorizes the delineation of boundaries of the Public Lands. |
| 43 U.S.C. 1612<br>P.L. 92-203 | The *Alaska Native Claims Settlement Act (ANCSA) of 1971* requires the survey of Alaska Native lands for conveyance to Native associations and individuals. |
| 48 U.S.C. Chap. 2 note<br>P.L. 85-508 | The *Alaska Statehood Act,* as amended, requires the survey of lands for State selection. |
| 16 U.S.C. 3101, *et seq.*<br>*P.L. 96-487* | The *Alaska National Interest Lands Conservation Act (ANILCA) of 1980;* requires maps and legal descriptions for certain areas. |

**Objectives**

The Alaska cadastral survey program objectives are to:

- Support the land designation and conveyance provisions of the Alaska Statehood Act, ANCSA, and ANILCA;
- Complete surveys through the use of the Patent Plan Process; and
- Survey remaining Native allotment parcels, other small tracts and water body meanders within lands to be conveyed or transferred under ANILCA, ANCSA, and the Alaska Statehood Act.

**Base program**

The 1990 Base level for the Alaska cadastral survey program is $15,271,000 and 150 FTE. The primary focus of the program is to support land transfers to the State of Alaska, Native Corporations, and individuals as required by legislation such as the Alaska Statehood Act, the Alaska Native Claims Settlement Act (ANCSA), the Alaska National Interest Lands Conservation Act, as well as other federal small tract programs. In total more than 155 million acres will be transferred from federal ownership.

Before these transferred lands can be patented, the lands must be surveyed. Not only must exterior boundaries of state and Native lands be surveyed, but also the thousands of inholdings such as those related to ANCSA Section 14(h) (cemetery and historic sites), mining claims, Native Allotments, and withdrawals. Additional surveys will also be required for ANCSA Section 14(c) (village reconveyance of inholdings) selections, and for land exchanges between the federal government and other parties. This results in relatively high cost surveys in Alaska as compared to the other States.

As of April 15, 1988 there were approximately 73 million acres remaining to be patented to the State of Alaska, and approximately 37 million acres remaining to be patented to the Alaska Native Corporations.

BLM has initiated the Alaska Patent Plan Process to ensure that Alaska lands program actions and cadastral survey actions facilitate patenting to the State and Natives in a efficient and effective manner. The Patent Plan Process identifies all the various lands and survey needs within a particular "geographic window." Within these "geographic windows" there will be an intense and concentrated effort to survey all small inholdings, Native, and State selections and all meanderable water bodies concurrently.

Criteria for establishing priorities for survey and ultimately conveyances to Natives and the States have been established by the Alaska Land Use Council (representing future patentees). The Interagency Cadastral Coordination Council (ICCC) with representatives from the State, Native interests, individual Native corporations, and Federal agencies, establishes priorities for survey by geographic area. The concentration of surveys within one geographic area may result in the patenting of more lands to a particular interest than to another. The equity of this process will best be demonstrated over a 5-year cycle rather than an annual basis. Another result of this process will be a reduction in the total number of miles surveyed; however, the number of acres patented to the State and Natives will increase.

1000 miles of original survey were completed in 1989. This is a 800 mile reduction from 1988 resulting from surveys completed in the south eastern part of Alaska where due to difficult terrain, costs are about triple those in the rest of the state. The 1990 base level of accomplishment of 1,700 miles reflects more typical Alaska survey costs.

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | 1990 Difference |
|---|---|---|---|
| $ | 15,271 | 11,257 | -4,014 |
| FTE | (150) | (110) | (-40) |

The 1990 estimate is a decrease of $4,014,000 and 40 FTE will result in a reduction in surveys associated with Alaska lands transactions as resources are directed to higher priority work. Part of the workload reduction is attributable to the BLM having to absorb increased bureauwide fixed costs in 1990.

## Alaska Cadastral Survey Workload Accomplishments

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Original survey (miles) | 1,800 | 1,000 | 1,700 | 1,400 | -300 |
| Special survey (miles) | 650 | 650 | 650 | 650 | --- |

**Distribution of change by object class**

The object class detail for the proposed decrease of $4,014,000 and 40 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 40 | $1,200,000 |
| Personnel benefits | | 240,000 |
| Travel and transportation of persons | | 40,000 |
| Transportation of things | | 176,000 |
| Other services | | 2,183,000 |
| Supplies and materials | | 75,000 |
| Equipment | | 100,000 |
| Total | | $4,014,000 |

## Justification of Program and Performance

**Activity:** Resource Protection and Maintenance
**Subactivity:** Other States Cadastral Surveys

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 12,165 | 12,246 | 11,400 | -765 | -846 |
| FTE | (282) | (281) | (266) | (-16) | (-15) |

### Authorization

43 U.S.C. 1711, 1738
P.L. 94-579

The *Federal Land Policy and Management Act (FLPMA) of 1976* authorizes the delineation of boundaries of the Public Lands.

### Objective

The objective of the Other States Cadastral Survey program is to provide cadastral survey of Federal Interest Lands for the continental United States to meet BLM priorities within the lands and realty, energy and minerals, forestry, and other renewable resources programs.

### Base program

The 1990 Base level for the Other states cadastral Survey program is $12,246,000 and 281 FTE.

The Secretary of the Interior has sole authority to execute all legal boundary surveys involving Federal Lands. Boundaries of the Public Lands must be delineated on the ground and in the official records, as determined by a cadastral survey, prior to patent or many types of resource development. BLM is responsible for all of the official survey records (plats and field notes). In support of the its priority programs, the BLM:

- Completes original surveys as a prerequisite to patenting of Public Land;
- Establishes precise, on-the-ground boundaries for leases or other uses of the Public Lands (e.g., in Wyoming, the restoration of old, original surveys on mineral lease lands that will affect millions of dollars of resources);
- Determines precise boundaries to avoid: (a) trespass by private parties against the Government or by the Government against private owners, or (b) underutilization of resources (such as timber) for fear of trespass when boundaries are uncertain; and
- Support land related activities such as exchanges, disposals and acquisitions of proceeds of land.

There are current agreements with the National Park Service (NPS) and the Forest Service (FS) under which those agencies conduct cadastral field surveys on their lands; their surveys must, however, be approved by BLM. The BLM/FS agreement allows an increase in the number of legal cadastral surveys on FS-administered lands. This benefits administration of all programs by helping to resolve trespass and unauthorized occupancy cases and by promoting effective utilization of the natural resources. BLM provides presurvey search of title records and previous surveys to determine the survey method to be used and is responsible for all records management following survey approval. Surveys required by other agencies, such as the Bureau of Indian Affairs (BIA), are presently conducted by BLM on a reimbursable basis. All cadastral surveys are initiated to solve specific problems. That is, even though BLM has been directed to complete original surveys and is responsible for resurvey, the Bureau initiates these types of survey only when needed to solve a specific management problem.

Three major types of cadastral surveys are executed on the Public Lands:

- Original surveys under the Public Land Survey System (PLSS) were established by Congress in the Ordinance of 1785. The Secretary of the Interior has delegated to BLM the authority for the original survey of the Public Lands as well as the authority to execute resurveys when needed to determine the boundaries of the public land for management purposes. Since the resurveys are higher priority than original surveys, completion of the original surveys has been delayed except for those required for Alaska land conveyances and those few in the other States required for trespass abatement and resource management.

- Resurveys are executed to re-establish the boundaries executed in the original survey or to restore corner monuments that have been lost or have deteriorated since the original survey. These resurveys are required to identify the land boundaries for land conveyances, timber sales, trespass determination, minerals, geothermal, and other resource development. Approximately 10 percent of resurveys are completed at the request of other Federal agencies.

- Special surveys are those that do not fall into either of the above two categories. These include surveys of public lands and islands omitted from original surveys, correction of fraudulent land surveys, and surveys of lode mining claims.

At the 1990 Base level, the Bureau would complete 80 miles of original surveys, 6,000 miles of resurveys and 235 miles of special surveys in direct support of program activities; as follows:

- Original survey amounting to 80 miles would be completed to provide descriptions of lands proposed for disposal and to respond to public requests for survey of omitted land;

- Some 2,000 miles of resurvey would be completed for lands programs to obtain legal property descriptions for the Unintentional Trespass Act, for proposed exchanges, and for efforts to solve some of the unauthorized occupancy situations which exist throughout the West and in some Eastern States; and

- Energy development programs in areas of extensive intermingled lands would require 2,000 miles of resurvey. These surveys permit land ownership identification and, ultimately, expedite energy development exploration. In 1990 emphasis will continue to be on resurveys in the Powder River Basin of Wyoming. Survey corners in this area of high energy mineral interest have been obliterated, and dependent resurveys recently completed have shown that many townships have significant distortions in the original surveys. This presents an oil and gas resource management problem for both industry and the Federal Government. The 1990 base level provides for resurvey of 15 townships.

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | 1990 Difference |
|---|---|---|---|
| $ | 12,246 | 11,400 | -846 |
| FTE | (281) | (266) | (-15) |

A decrease of $846,000 and 15 FTE is proposed. The reduction is possible in part because 700 fewer miles of resurveys will be required in areas of reduced Oil and Gas exploration activities. Part of the reduced workload attributes BLM having to absorb increased Bureauwide fixed costs in 1990.

**Other States Cadastral Workload Accomplishments**

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Original survey (miles) | 80 | 80 | 80 | 80 | --- |
| Resurvey (miles) | 6,090 | 6,090 | 6,000 | 5,300 | -700 |
| Special survey (miles) | 235 | 235 | 235 | 235 | --- |

**Distribution of change by object class**

The object class detail for the proposed decrease of $846,000 and 15 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 15 | $450,000 |
| Personnel benefits | | 90,000 |
| Travel and transportation of persons | | 40,000 |
| Transportation of things | | 45,000 |
| Other services | | 126,000 |
| Supplies and materials | | 75,000 |
| Equipment | | 20,000 |
| Total | | $846,000 |

## Justification of Program and Performance

**Activity:** Resource Protection and Maintenance
**Subactivity:** Resource Protection and Law Enforcement

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 4,257 | 4,245 | 9,801 | +5,544 | +5,556 |
| FTE | (55) | (55) | (80) | (+25) | (+25) |

### Authorization

43 U.S.C. 1733
*P.L. 94-579*

The *Federal Land Policy and Management Act (FLPMA) of 1976, Section 303*, authorizes regulations to carry out the provisions of the Act with respect to the management, use, and protection of Public Lands, including the property located on these lands. The Secretary may also authorize Federal personnel to carry out law enforcement responsibilities and/or enter into agreements with appropriate local officials to assist.

### Objectives

- Ensure compliance with all Federal laws and regulations and appropriate State and local laws governing the protection of the Public Lands and resources as directed by FLPMA; and

- Protect the natural resources from unlawful activities; investigate incidents of unlawful acts against Public Lands, their resources and users, and bring to justice those responsible through an effective law enforcement program.

### Base program

The Base level for the resource protection and law enforcement program is $4,245,000 and 55 FTE.

BLM law enforcement work is multi-faceted. The work entails developing investigative contacts which give exposure and visibility to resource protection personnel as well as provide information for investigations. The information results in grand jury testimony, search and/or arrest warrants being issued and served, and cases being presented for prosecution, all of which resolve criminal acts or serve as deterrents to further violations.

From 1 to 5 special agents are assigned to each BLM State Office and the Headquarters Office to conduct criminal investigations and manage the BLM resource protection and law enforcement program. The Bureau's resource protection responsibilities are enhanced by 75 law enforcement Rangers who emphasize crime prevention and compliance with resource protection measures through field contacts and patrols of vast areas of the Public Lands. Forty-one of these Rangers are located in the California Desert Conservation Area.

**Investigations**

Investigations support many of the Bureau's resource management programs. The 1990 Base program stresses drug enforcement and reduction of unauthorized uses and illegal activities relating to cultural resources, lands, minerals, forestry and recreation.

Destruction of antiquities and illegal removal of archaeological resources continue to be areas of concern and investigative emphasis in BLM. The Base program will concentrate on implementing the archaeological resource law enforcement plans prepared in 1988 and continuing the increased effort started in 1988. Emphasis within the 1990 Base program has been placed on identifying and bringing to justice persons who are stealing and marketing these resources in an attempt to reduce the supply of illegally obtained antiquities. BLM special agents are involved in joint Federal/State interagency task force operations designed to combine limited agency resources and cooperatively increase archaeological protection efforts. These efforts include:

**Detection** - includes remote sensing, aircraft overflights, aerial photographs, ground verification and interagency coordination;

**Public Awareness** - encompasses a public education program to make visitors and users of the Public Lands aware of the problem and means of reporting it;

**Employee Awareness** - trains employees on how to observe and report violations encountered while working on the Public Lands; and

**Law Enforcement** - includes actions conducted in cooperation with other Federal, State and local law enforcement personnel, as well as individual agency special operations, and investigations.

To meet the "Drug Enforcement Policy of the Department of the Interior" and Executive Order 12590, BLM law enforcement activities will address not only the manufacture and cultivation of controlled substances, but also the possession and distribution of illegal drugs on the Public Lands. The program emphasis will be expanded beyond cannabis eradication to include more investigative, intelligence gathering, and subject identification/arrest efforts. The increase in the manufacture and distribution of controlled substances on the Public Lands will be addressed with interagency operations and coordination. Within the 1990 Base program, BLM expects to spend $1,250,000 for drug law enforcement efforts.

**Resource Protection**

Increasing use of the Public Lands and the depredation of natural and cultural resources has dictated a continuing expansion of the BLM Ranger program to areas outside of the California Desert. As multiple-use resource personnel, the Rangers perform duties in support of many BLM programs and receive law enforcement-related technical oversight, equipment and training through the resource protection program. Along with other budget subactivities, the 1990 Base continues the 1989 funding levels for law enforcement work by Rangers, investigations by special agents, training, equipment and law enforcement agreements in the California Desert Conservation Area and the King Range National Conservation Area.

Rangers conduct patrols and provide a BLM presence at selected high use areas, as well as in remote locations, to reduce people versus people violations, vandalism to facilities, off-road vehicle violations, cultural resource and vegetation thefts, etc. Rangers also contribute to monitoring and compliance activities for various BLM programs to ensure that closures and permit restrictions are obeyed and to observe any unusual occurrences and potentially illegal and unauthorized uses of the Public Lands. While in the performance of their duties, Rangers may also provide normal and emergency assistance to visitors and users of the Public Lands.

## Cooperative Agreements

Section 303 of FLPMA encourages BLM to enter into cooperative agreements with State and local law enforcement agencies to assist in the enforcement and regulation of use and occupancy of the Public Lands. Since 1976, law enforcement agreements have been signed with local law enforcement agencies in most of the western States. These agreements emphasize the enforcement of State and local ordinances rather than Federal laws on Public Lands since enforcement of Federal laws on Public Lands rests with Federal law enforcement officials. The actual number of law enforcement agreements can vary from year to year because agreements may be on a countywide basis, for specific problem areas, or for a specified, limited time period (such as long holiday weekends). An estimated 80 agreements will be in effect under the 1990 Base program.

BLM Special Agents-in-Charge manage the cooperative agreements. These agreements are usually with a county sheriff, or a State or local law enforcement agency. Resources being protected through law enforcement agreements vary from State to State and by the nature of the problem. A number of the BLM law enforcement agreements signed with county sheriffs have singled out marijuana control as the major work task to be accomplished. BLM also works cooperatively with State and local government agencies in this matter and is cooperating extensively with the Drug Enforcement Administration, Forest Service, National Park Service and the Bureau of Indian Affairs in such projects as remote sensing and area reduction mapping, and the Campaign Against Marijuana Planting (CAMP) for the purpose of eradicating marijuana.

**Cannibis Eradication**

Cooperative efforts with other agencies and law enforcement authorities has proven to be an effective tool in the campaign to eradicate marijuana on the Public Lands.

**Increase from the 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 4,245 | 9,801 | +5,556 |
| FTE | (55) | (80) | (+25) |

The 1990 estimate is an increase of $5,556,000 and 25 FTE and will be used for implementation of the the Department of the Interior Drug Enforcement Policy. Emphasis will be placed on those States with an identified drug enforcement problem, as well as interdiction of drug traffic in areas along the U.S./Mexico border. Past drug control efforts have caused growers and smugglers to spread their operations over larger areas and use more sophisticated techniques. As a result, the BLM will spend more time, use more advanced detection, surveillance and intelligence methods, and enhance cooperative efforts to increase the number of arrests, prosecutions and property seizures.

The increase of $5,556,000 and 25 FTE is composed of the following items:

- An increase of $2,726,000 and 18 FTE will be devoted to intensified cannabis detection and eradication in the field. The additional funds will be used to hire full time drug enforcement coordinators in California, Oregon, Arizona, Nevada, New Mexico, and Utah, and for travel, per diem, and miscellaneous expenses for on-board law enforcement personnel who will be assigned to temporary duty in impacted areas during drug enforcement operations and eradication raids. Contract aircraft will be used to spot cultivation plots and supporting facilities, transport personnel and equipment, and remove the cannabis and evidence. Field eradication teams would consist of at least one law enforcement officer with labor supplied through cooperative agreements, prison work programs and youth programs. To maximize the effectiveness of on-board personnel, additional specialized equipment, such as remotely operated video cameras, telephoto lenses, sensor devices, and night vision equipment, will be purchased.

- An increase of $200,000 and 5 FTE will be used for drug interdiction along the U.S./Mexico border. Additional Ranger positions will be devoted to patrolling Public Lands in California and New Mexico, in coordination with other federal law enforcement agencies, to detect drug smuggling operations.

- An increase of $1,500,000 and 2 FTE will be used to support drug enforcement operations, including a communications center and incident reporting network and staff. This component will include setup of a toll-free reporting number, an informant reward system, and a law enforcement radio net, as well as the capability to access the National Crime Information Center (NCIC) and El Paso Intelligence Command (EPIC). Equipment related funds will also be used for computers to maintain a database of drug-related statistics and intelligence information. This capability will allow conversion of data to graphic form showing the locations of cultivation plots, drug labs, and drug interdiction points, and will facilitate prediction of the movements of growers and traffickers, and potential lab, cultivation and border crossing sites.

- An increase of $130,000 will be used for development of brochures, posters and public service announcements aimed at educating the public about dangerous areas where drug activity is high and enlisting their support in reporting suspicious activities observed on the Public Lands. Special emphasis will be placed on increasing media coverage of the activities and results of the field eradication teams.

- An increase of $1,000,000 will be used for additional law enforcement agreements with State and local law enforcement agencies to assist the BLM in identifying, investigating and prosecuting drug law violations on the Public Lands. Specific agreements will be developed to provide assistance and backup to the field eradication teams during their operations. Agreements will be distributed among the States with significant drug control problems as shown in the workload measures table.

## Resource Protection and Law Enforcement Workload Accomplishments

The planned workload for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

Investigation/Enforcement (No. of Investigations):

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Wild horse and burro abuse | 67 | 78 | 78 | 78 | --- |
| Timber theft | 61 | 74 | 74 | 74 | --- |
| Range arson | 27 | 35 | 35 | 35 | --- |
| Antiquities theft and destruction | 60 | 66 | 66 | 96 | +30 |
| Solid and fluid mineral theft and fraud | 102 | 102 | 102 | 102 | --- |
| Theft and destruction of government property | 46 | 52 | 52 | 52 | --- |
| Recreation site violations | 70 | 82 | 82 | 90 | +8 |
| Occupancy trespass | 71 | 102 | 102 | 105 | +3 |
| Drug control | 72 | 78 | 78 | 150 | +72 |
| Other 1/ | 83 | 86 | 83 | 86 | +3 |
| Total | 659 | 755 | 752 | 868 | +116 |

Law Enforcement Agreements (Number Signed):

| State | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Arizona | 2 | 3 | 3 | 5 | +2 |
| California | 18 | 18 | 17 | 23 | +6 |
| Colorado | 6 | 9 | 9 | 11 | +2 |
| Idaho | 9 | 11 | 11 | 11 | --- |
| Montana | 1 | 1 | 0 | 1 | +1 |
| Nevada | 2 | 2 | 2 | 5 | +3 |
| New Mexico | 3 | 4 | 4 | 8 | +4 |
| Oregon | 20 | 22 | 22 | 25 | +3 |
| Utah | 6 | 7 | 7 | 9 | +2 |
| Washington | 5 | 5 | 5 | 7 | +2 |
| Total | 72 | 82 | 80 | 105 | +25 |

**Distribution of change by object class**

The object class detail for the proposed increase of $5,556,000 and 25 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 25 | $ 750,000 |
| Personnel benefits | | 150,000 |
| Travel and transportation of persons | | 400,000 |
| Transportation of things | | 250,000 |
| Rent, communications and utilities | | 400,000 |
| Printing and reproduction | | 200,000 |
| Other services | | 2,106,000 |
| Supplies and materials | | 500,000 |
| Equipment | | 800,000 |
| Total | | $5,556,000 |

1/ Such as assault, fraud, and vegetative theft.

**Activity:** Resource Protection and Maintenance
**Subactivity:** Facilities Maintenance

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 15,791 | 15,824 | 19,146 | +3,355 | +3,322 |
| FTE | (243) | (243) | (253) | (+10) | (+10) |

**Authorization**

43 U.S.C. 1701, 1731-32, 1762

*The Federal Land Policy and Management Act of 1976* provides authority for the maintenance of roads required for protection, development, and management of lands for utilization of forests and other resources; and directs that Public Lands be managed to protect scenic, historical, and archaeological values and to provide for outdoor recreation and for human occupancy and use.

**Objectives**

The objectives of the facilities maintenance program are to:

- Provide maintenance to BLM-owned buildings, water and sewer systems, recreational sites, and transportation systems (roads, trails, and major bridges) on BLM-administered Public Lands (outside of western Oregon) in order to:
  - provide for the safety and health of Public Land users and employees;
  - maintain the public investment in facilities intrusted to the Bureau's stewardship;
  - protect resource values; and
  - maintain the usefulness of BLM facilities for the purposes for which they were constructed.
- Conduct condition surveys of BLM facilities to inventory, determine condition and maintenance requirement priorities, and develop maintenance plans and schedules for the long term maintenance of the facilities;
- Provide retrofit maintenance such as adding insulation, storm windows, utility system control units, and other cost-effective energy conservation measures identified in technical surveys; and
- Provide engineering survey and design and other professional engineering/architectural services for the development and operation of BLM physical facilities, including buildings, recreation sites, transportation facilities, and resource improvement projects.

**Base program**

The 1990 Base program level is $15,824,000 and 243 FTE to provide maintenance (outside of western Oregon) to BLM buildings, recreation facilities, and transportation systems as well as providing basic engineering services for maintenance and construction actions regardless of funding source.

During 1989 and 1990, the BLM will be implementing a condition survey and inventory of all BLM facilities to aid in future maintenance planning and management. This effort focuses on developing system data elements, maintenance standards, and inventory condition survey input forms along with initiation of data entry. This inventory is part of an overall BLM maintenance management system which can be used by managers to manage an overall maintenance program. The system will define the quantity of facilities, their condition, the desired maintenance condition level and a cost for maintaining each facility at the desired condition level. System output will be used to set work priorities, allocate funding, track capitalized values and expenditures, and identify replacement needs.

The acquisition value of BLM buildings, recreation facilities, roads and trails, and bridges is estimated at $421 to $458 million. Many older facilities were acquired at no cost from other Federal agencies as excess property, as a property transfer from another agency, or in the case of roads as abandoned property from local governments. The Base program expenditure for facilities maintenance is less than 3 percent of acquired facility value.

**Buildings** - The BLM is responsible for maintaining approximately 1,350 BLM-owned structures and buildings (includes water and sewer systems, office buildings, warehouses, shops, storage buildings, fire stations, lookouts, parking areas, and wareyards) containing over 1,486,000 square feet of space, and having an estimated acquisition value of $45 to $50 million. These structures vary from complex administrative office buildings to small radio repeater stations and wellhouses. Some of these structures do not require annual or periodic maintenance (e.g. wellhouses, repeater buildings, etc). Other buildings such as office complexes require continuing maintenance.

About 130 office buildings and over 680 other BLM-owned buildings will be maintained at the Base level. BLM will also maintain 97 water and sewer systems. Most of this maintenance work will be accomplished through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems of these buildings to ensure safe and usable facilities.

Building maintenance includes:

- Major maintenance work, such as repairing sewage, electrical, heating, ventilation and air conditioning systems, and minor structural repairs;

- Energy retrofitting, such as installing storm windows, insulation, control systems, and more efficient heating and cooling systems;

- Minor maintenance work, such as repainting and replacing broken windows; and

- Grounds work, such as mowing lawns, pruning trees and shrubs, irrigation, and gravel replacement.

**Recreation facilities** - The BLM is responsible for maintaining approximately 420 developed and semi-developed recreation sites, including 2,600 day use sites and 5,900 campsites, 438 boating access points, and 7 visitor centers, having an estimated acquisition value of between $20 to $25 million. BLM will maintain recreation facilities to a standard that protects the resource, the public, the public investment, and fosters pride of public ownership.

The level of maintenance should try to meet all health, safety, and physically impaired access standards. Maintenance funds will be concentrated on the most intensively used recreation areas where both visitor use and BLM's investment are the greatest. Funding for maintenance of recreational facilities is also being augmented by volunteer assistance at both developed and undeveloped sites. Volunteers are assisting with maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are being developed with local clubs and other organizations to maintain recreation sites whenever possible.

Up to $1,200,000 of the 1990 request for the Management of Lands and Resources appropriation is intended to be derived from receipts collected at developed recreation facilities or from special recreation permits under the special account established by the amendment to the LWCF act in 1987. Approximately half of these fees will be used for maintenance of recreation facilities which generate fees as described under the facilities management program and the other half will be used to support management of recreation facilities and fee-generating recreation uses as described under the recreation resources management program.

Recreation maintenance includes:

- Trash collection and maintenance/operation of restroom-sanitation facilities;
- Installation and maintenance of water purification systems;
- Repair of structures (picnic facilities, restrooms, boat ramps, etc.) such as repainting or staining, replacing broken boards or decking;
- Grading and gravelling of roads; replacing culverts and cleaning of cattle guards;
- Grounds work such as pruning trees and shrubs, fence maintenance and irrigation; and
- Removal of hazards, such as dead trees, excess fire fuel, and old mine shafts.

**Transportation** - The BLM is responsible for maintenance of about 44,000 miles of roads, 5,000 miles of trails, and 250 major bridges on the Public Lands outside of western Oregon. The acquisition value of this transportation network is estimated to be between $355 and $385 million. At the 1990 Base level, the BLM will provide scheduled maintenance on 6,700 miles of road, provide corrective maintenance on 800 miles of roads and trails, and maintain 50 bridges.

A majority of BLM's road and trail maintenance work is performed by private contractors. Maintenance intensity varies depending on the purpose of the road, but generally includes:

- Grading to repair damage from erosion;
- Stabilization of shoulders to protect surfacing;

- Resealing or repaving;
- Replacement of individual culverts; and
- Repair of bridge structures.

In some cases, BLM roads are maintained by others. The principal example is timber access roads which are usually maintained by timber purchasers during the term of the sale contract (after which the responsibility shifts to BLM). For BLM scheduled maintenance work, emphasis is placed on those roads, trails, and bridges that receive the greatest use and on roads which have the greatest potential for erosion.

BLM roads represent significant public investments in Public Lands. Diligent maintenance reflects proper stewardship of these investments. Corrective maintenance involves the completion of maintenance that is not on a normal schedule and is the result of some abnormal situation which requires immediate corrective action such as damage to roads from heavy runoff, flood damage to roads and bridges, obstructions on roads, culvert damage, etc.

Engineering Services provides essential professional engineering expertise to all BLM programs. State Office and District Office engineering personnel perform transportation system management services, contract supervision and administration of both facility construction and major land improvements requiring engineering expertise. Examples of engineering services include condition surveys/inventories of BLM facilities as a part of development of the Bureau's Maintenance Management System; survey and design of roads requiring easements and roads for timber access; technical assistance for building, dam and bridge safety inspections, rehabilitation and maintenance; review and administration of architectural and engineering source contracts for all programs; and technical assistance for the design and maintenance of range improvement, wildlife and watershed projects.

**Increase from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 15,824 | 19,146 | +3,322 |
| FTE | (243) | (253) | (+10) |

The increase of $3,322,000 and 10 FTE is required to ensure that additional projects on the Public Lands having the highest priority are maintained and/or repaired to meet minimum standards for safety and usability.

The highest priority projects are those which present a safety and/or health hazard to the public or BLM employees. This would include situations such as unsanitary conditions on the Public Lands, and roads, bridges and buildings that are unsafe or which present some type of hazards such as structural weakness or asbestos. The type of projects which rank next in priority order include systems that have failed, such as heating and/or ventilation system breakdowns, culverts which silt-in or wash-out, or roofs that leak. Third priority projects are those which would provide the physically disadvantaged a reasonable opportunity (access) to utilize the public resources. Also, important but lower priority projects include those that protect the capital investment, prevent resource damage and conserve energy.

The increase of $3,322,000 will be used to provide additional corrective and scheduled maintenance, as well as increased frequency of maintenance to various BLM buildings, transportation systems, and recreation facilities, and to provide the supporting survey and design and contract administration work. Emphasis will be placed on those areas that present a public safety or health hazard associated with use of the Public Lands.

Of the total increase, BLM plans to use the additional funds for the following purposes:

- o $2,127,000 for high priority maintenance of roads and high use recreational trails. This includes an estimated:

  - $1,000,000 for resurfacing of and guardrail repair along the Rio Grande Gorge road in New Mexico;

  - $200,000 for straightening, widening and filling of dangerous embankments along the Quail Hill Road in northern Arizona;

  - $100,000 for road maintenance along the Missouri River in Montana, and other locales; and,

  - $827,000 to maintain an additional 2,600 miles of high use roads and trails, including 390 miles of road in Oregon and 450 road miles in Idaho, and the following high use recreational trails on Public Land:

High use recreation trails:

  - Star Spring, Deep Creek Mountain, Sinbad and Desolation Canyon in Utah;

  - Santa Cruz, Pine Tree and Wild Rivers in New Mexico;

  - Pony Express, Indian Creek, Red Rock Canyon and Hidden Cave in Nevada;

  - Hulls Gulch, Owyhee Front, Cross Creek, Alley Point, American Rivers and Beauty Bay in Idaho;

  - King Crest, Chemise Mountain, Pacific Crest, Mid Hills and South Yuba in California; and

  - Black Canyon, Hualapai Crest, Table Top, Sierra Estrella, Vulture Peak and Wabayuma Peak in Arizona.

- o $245,000 for increased recreation maintenance, including the following:

  - $40,000 for vault toilet replacement at La Posa LTVA in Arizona; $70,000 for repair of 3 campgrounds within the King Range NCA and maintenance of undeveloped sites along the Merced Wild and Scenic River in California;

  - $45,000 to replace toilets at Kellys Island Campground and to provide access for the physically disadvantaged at Dike Lake Campground in Idaho;

  - $30,000 for toilet and water system repair at Indian Creek Campground in Nevada;

  - $15,000 for general maintenance at the Dickie Bridge Recreation site in Montana; and,

  - $45,000 to replace vault toilets at the Devil's Gate and Bessemer Bend Bicentennial Sites in Wyoming.

- o $750,000 for increased building maintenance work including an estimated:
  - $450,000 for miscellaneous maintenance work on BLM buildings in various locations;
  - $150,000 for asbestos removal or abatement at old military buildings utilized by BLM in Alaska and provision of an elevator at the BLM Fairbanks, Alaska Fire warehouse to provide second story access for the physically disadvantaged; and,
  - $150,000 for roof and heating system repair and renovation at the Boise Interagency Fire Center.
- o An additional $200,000 to provide for the increased survey and design work, preparation and administration of maintenance contracts, and other engineering expertise needed in support of BLM reconstruction and maintenance projects.

The effect of absorbing increased fire costs has been reflected in the 1990 workload accomplishments.

**Facilities Maintenance Workload Accomplishments**

The planned workload Accomplishments for 1988, 1989 and the 1990 Base and Estimate funding levels are as follows:

| Workload Resources | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Road Maintenance (No. of miles) | 7,325 | 7,450 | 6,700 | 9,300 | +2,600 |
| Corrective Road Maintenance (No. of Miles) | 1,050 | 1,100 | 800 | 1,500 | +700 |
| Bridge Maintenance (No. completed) | 52 | 54 | 50 | 55 | +5 |

**Distribution of Change by object class**

The object class detail for the proposed increase of $3,322,000 and 10 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 10 | $ 300,000 |
| Personnel benefits | | 60,000 |
| Travel transportation of persons | | 60,000 |
| Transportation of things | | 272,000 |
| Rent, communications, and utilities | | 100,000 |
| Other services | | 1,380,000 |
| Supplies and materials | | 750,000 |
| Equipment | | 400,000 |
| Total | | $3,322,000 |

## Justification of Program and Performance

**Activity:** Resource Protection and Maintenance
**Subactivity:** Hazardous Materials Management

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 12,374 | 12,344 | 12,332 | -42 | -12 |
| FTE | (56) | (56) | (56) | (---) | (---) |

### Authorization

U.S.C. 1701, 1711
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* provides for management of the Public Lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of public land resources and other values on a continuing basis and compliance with applicable State and Federal air and water pollution control laws.

42 U.S.C. 6901
P.L. 94-580

The *Resource Conservation and Recovery Act (RCRA) of 1976* authorizes EPA too manage, by regulation, hazardous wastes on active disposal operations. The Act waives sovereign immunity so that Federal agencies are subject to all State and local requirements developed under EPA's guidelines.

42 U.S.C. 9601-9675
P.L. 96-510, and
P.L. 99-499

The *Comprehensive Environmental Response Compensation and Liability Act (CERCLA) of 1980*, as amended by the *Superfund Amendments and Reauthorization Act of 1986* provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed.

E. O. 12088
43 F.R. 4770

*Executive Order 12088, Federal Compliance With Pollution Control Standards, October 13, 1978*, assigns responsibility to executive agencies for the prevention, control, and abatement of environmental pollution for facilities and activities under its jurisdiction, requires agency cooperation with EPA and State and local governments, requires an annual plan for the control of environmental pollution, contains limited exemptions from applicable standards, and provides for a dispute resolution procedure involving OMB.

| | |
|---|---|
| E. O. 12580<br>52 F.R. 2923 | *Executive Order 12580, Superfund Implementation, January 23, 1987,* requires BLM to take action for removal of substances from its lands, search for potentially responsible parties who may be liable for cleanup actions, and carry out a process of cleanup of all identified hazardous substance sites on Public Lands. |
| 33 U.S.C. 1251<br>P.L. 95-217 | The *Clean Water Act of 1977,* as amended, requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of nonpoint source pollution. |
| 42 U.S.C. 201<br>P.L. 95-190 | The *Safe Drinking Water Act Amendments of 1977,* require compliance with all Federal, State, and local statutes for safe drinking water. |
| 42 U.S.C. 7401-7642<br>P.L. 95-95 | The *Clean Air Act of 1977,* as amended, requires that BLM protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans. |

**Objectives**

The major objectives of the hazardous materials management program are to:

- Identify potential hazardous material sites on the Public Lands;
- Conduct land status assessments of sites suspected of being contaminated to trace the history of ownership or leasing and to identify potentially responsible third parties;
- Conduct preliminary assessments (PAs) and/or site investigations (SIs) on the identified sites;
- Determine the possible risk to health and safety, study and recommend feasible remedies to the situation, and initiate and supervise the cleanup of the site; and
- Respond to accidental spills and the midnight dumping of hazardous materials.

**Base program**

The 1990 Base level for hazardous materials management is $12,344,000 and 56 FTE.

Hazardous materials management integrates and coordinates a variety of activities to ensure the protection of public health, safety, and the environment from the effects of hazardous materials on Public Lands.

The hazardous materials management program is a 3-tiered approach consisting of: (1) inventory and site identification; (2) assessment of identified sites; and (3) development of studies and implementation of plans for site cleanup and restoration.

While this approach is continuing, other workload items have been added. During 1989, BLM began to conduct one-time compliance audits of operating landfills that are located on Bureau lands but are operated by local jurisdictions. These audits will continue in 1990. In 1990, the BLM will begin assessing closed landfills on Public Lands to determine if contamination exists.

**Inventory, Assessments, and Studies**

BLM will be emphasizing efforts on what the Environmental Protection Agency (EPA) calls Expanded Site Investigations (ESIs), previously called Intermediate Studies by BLM. These ESIs will be initiated in an attempt to reduce the number of Remedial Investigation/ Feasibility Studies (RI/FSs) that need to be done and to reduce the costs of an RI/FS by gathering adequate data for procurement planning.

In 1990 BLM will inventory 150 sites. This inventory will include preparation of 79 land status assessments to trace the history of ownership and to identify potentially responsible parties for hazardous materials sites on Public Lands, and will include inventory of other sites reported by the public or discovered during the course of other BLM work. Additionally, 112 sites (listed as assessments in the workload table) will be investigated (1) to determine whether contamination is actually occurring on sites suspected of having contamination including some closed landfills, and (2) to examine more thoroughly sites known to be contaminated (about ten sites). BLM will continue the Expanded Site Investigation (ESI) at the Kirtland Landfill (New Mexico) and initiate ESIs at 9 other sites.

Studies, initiated in 1989, of the Flora Vista (New Mexico) and Oroville (Washington) sites will continue during 1990. The Lee Acres (New Mexico) RI/FS will be completed and a decision for further action will be made in 1990.

**Hazardous Wastes**

Dumping of hazardous wastes such as these transformers containing PCB's may go undetected for many years due to the vast acreage of Public Lands.

**Atlas Asbestos Mine Site**

The BLM is currently negotiating with EPA and potentially responsible parties with regard to Atlas Asbestos Mine remedial actions. The Atlas Asbestos Mine, 25 miles from Coalinga, California is an EPA-designated Superfund (National Priority List NPL) site which covers 400 to 500 acres, most of which is Public Land. EPA believes that there may be potential sources of air and water contaminants, as well as a potential threat to the public entering the site. The EPA is currently completing the draft RI/FS, including alternatives for cleanup of the site. The selection of the appropriate alternative by EPA will not take place at least until March, 1989. From the date of that decision, the responsible parties have 90 days to allocate liability among themselves. No specific amount for BLM actions will be known until then. Also, under Section 120 of CERCLA, the BLM must, within 15 months of the selection of the alternative, have a substantial, continuous, physical, on-site remedial action underway.

Because the actions required and associated costs are not yet known, funding for this project has not been included in this request. However, if EPA's schedule is maintained, the remedial action must be underway by June, 1990. This will mean that internal funding adjustments and/or supplemental funding may be required later. Because of restrictions in law as interpreted by EPA, the Public Lands within the Atlas Mine site are not eligible for cleanup from the Superfund. Meanwhile, BLM is taking action to control access to that portion of the site on the Public Lands.

**Emergency Situations**

Tracking of various waste disposal and emergency situations will result in approximately 17 separate reports being filed by the BLM in compliance with the Resource Conservation and Recovery Act (RCRA).

Current levels of limited emergency response capability for isolated situations such as illegal dumping of chemical wastes or of abandoned cyanide and pesticide containers will continue to be available in 1990. Based on prior year records approximately 30 incidents requiring an emergency response by BLM are anticipated to occur in 1990.

**Program Evaluation**

The interagency agreement between BLM and the National Academy of Sciences/National Academy of Engineers was signed on September 30, 1988. This agreement calls for a comprehensive evaluation of the BLM Hazardous Materials Management Program. The BLM and the Academy have begun an initial information exchange process. The final evaluation report is to be delivered by March 30, 1990. Implementation of the recommendations from this program evaluation will begin in late 1990.

Also, the BLM will continue to develop and initiate policies and procedures needed to reduce future hazardous waste control activities, costs and liabilities, provide programmatic and safety training to BLM employees, and ensure compliance with statutory and regulatory requirements.

**Decrease From 1990 Base**

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 12,344 | 12,332 | -12 |
| FTE | (56) | (56) | (---) |

A decrease of $12,000 will result in the reduction, by one unit, in the number of assessments that will be conducted. This reduction is based on more recently available information concerning the number of assessments that may be required and reflects the impact of BLM absorbing the increased Bureauwide fixed costs in 1990.

## Hazardous Materials Management Workload Accomplishments

The planned workload accomplishment for 1988, 1989 and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Inventory 1/ (# sites) | 242 | 150 | 150 | 150 | --- |
| Assessment (# sites) | 59 | 124 | 112 | 111 | -1 |
| Removal Actions (# sites) | 30 | 30 | 30 | 30 | --- |
| RI/FSs (# sites) | 1 | 3 | 3 | 3 | --- |
| Remedial Actions (# actions) | 0 | 0 | 1 | 1 | --- |
| RCRA Compliance (# reports /manifests) | 12 | 17 | 17 | 19 | +2 |

### Distribution of Change by Object Class

The object class detail for the decrease of $12,000 is as follows:

| | FTE | Amount |
|---|---|---|
| Other services | --- | $12,000 |

1/ Includes Land Status Assessments

## Activity Summary

**Activity: Emergency Operations**

*(dollars in thousands)*

| Subactivity | 1988 Actual B.A. | 1989 Enacted | 1990 Base | 1990 1/ Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Fire Presuppression & Preparation | 24,100 | 29,000 | 29,000 | 35,000 | +6,000 |
| Firefighting | 50,249 | 40,876 | 40,876 | 56,261 | +15,385 |
| Fire Rehabilitation | 3,627 | 3,000 | 3,000 | 3,000 | 0 |
| Emergency Damage Repair | --- | --- | --- | --- | --- |
| Grasshopper and Mormon Cricket Control | --- | --- | --- | --- | --- |
| Total | 77,976 | 72,876 | 72,876 | 94,261 | +21,385 |

1/ The 1990 Estimate reflects a request for upfront funding to repay projected emergency transfers made to cover the full estimated costs of the presuppression, suppression, and rehabilitation program in 1989. This request is made in concert with the new funding proposal for wildland firefighting to reduce the level of future supplemental appropriations needed for repaying firefighting costs. If the new Federal Wildland Firefighting fund proposal is not adopted, the budget request will be the same as appropriated in 1989 ($72,876,000).

## Justification of Program and Performance

**Activity: Emergency Operations**

*(dollars in thousands)*

| Program Element | | 1989 Enacted | 1990 Base | 1990 Estimate 1/ | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|---|
| **Fire Presuppression and Preparation** | | | | | | |
| Budget Year Fire Program | $ | 2,876 | 2,876 | --- 2/ | -2,876 | -2,876 |
| | FTE | (650) | (650) | (650) | (---) | (---) |
| Prior Year Transfer Repayment | $ | 26,124 | 26,124 | 35,000 | +8,876 | +8,876 |
| Sub Total | $ | 29,000 | 29,000 | 35,000 | +6,000 | +6,000 |
| **Firefighting** | | | | | | |
| Budget Year Fire Program | | --- | --- | --- 2/ | --- | --- |
| | FTE | (135) | (135) | (135) | (---) | (---) |
| Prior Year Transfer Repayment | $ | 40,876 | 40,876 | 56,261 | +15,385 | +15,385 |
| Sub Total | $ | 40,867 | 40,876 | 56,261 | +15,385 | +15,385 |
| **Fire Rehabilitation** | | | | | | |
| Budget Year Fire Program | $ | --- | --- | --- 2/ | --- | --- |
| | FTE | (35) | (35) | (35) | (---) | (---) |
| Prior Year Fire Program | $ | 3,000 | 3,000 | 3,000 | --- | --- |
| Sub Total | $ | 3,000 | 3,000 | 3,000 | --- | --- |
| **Total Program** | | | | | | |
| Budget Year Fire Program | $ | 2,876 | 2,876 | 99,500 2/ | -2,876 | -2,876 |
| | FTE | (820) | (820) | (820) | (---) | (---) |
| Prior Year Fire Program | $ | 70,000 | 70,000 | 94,261 | +24,261 | +24,261 |
| Total | $ | 72,876 | 72,876 | 94,261 | +21,385 | +21,385 |

1/ The 1990 Estimate includes the legislative proposal, which would provide $14,261 for repayment of 1989 transfers and which would provide budget year funding for all fire program activities from a new permanent, indefinite account.

2/ A total of $99,500 will be available to the BLM from the proposed new permanent, indefinite account (Federal Wildland Firefighting) to be used for all 1990 fire program costs, including fire management, presuppression, suppression, and rehabilitation. See the "Federal Wildland Firefighting" narrative for a description of this new proposal.

*(dollars in thousands)*

| Program Element | 1989 Enacted | 1990 Base | 1990 1/ Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| **FEDERAL WILDLAND FIRE FIGHTING** [allocation from permanent, indefinite account] | | | | | |
| BLM | $ --- | --- | [99,500] | [+99,500] | [+99,500] |

**Authorization**

P.L. 100-446
Sec. 102

The *General Provisions of the 1989 Appropriations Act for the Department of the Interior and Related Agencies* authorize the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the public lands and for the emergency rehabilitation of burned lands.

**Objectives**

- Provide the forces necessary to prevent, detect, attack, and suppress wildfires in order to protect the resource values, property and lives located on or adjacent to Public Land;
- Provide immediate response in the form of personnel, aircraft, equipment or supplies to reduce the damage resulting from wildfires;
- Provide emergency rehabilitation on burned-over lands to prevent further damage and protect resource values for future productivity; and
- Provide fuels modification in selected high fire occurrence areas to reduce the size and number of large fires and potential suppression costs.

The fire-related subactivities in the emergency operations activity consist of the following components:

**Budget Year Fire Program.** The Budget Year Program consists of initial amounts to start presuppression actions necessary to have forces and equipment available, trained, positioned, and ready to fight and average of 2,300 fires annually. Included are: hiring and training approximately 2,000 seasonal fire suppression personnel; inventory and stocking of fire supply caches; activating 12 field fire stations; activating weather stations and automatic lightning detection facilities and lookouts; initiating operation of large coordination and logistic support facilities; and providing communication networks and facilities. These activities take place during the designated activation periods of the fire season. The BLM uses full service contracts through the Office of Aircraft Services to meet all aircraft support requirements of this mission. Funding for these presuppression actions has traditionally been provided from Section 102 transfers and subsequent year repayments.

**Prior Year Transfer Repayment.** The prior year repayment component of the emergency operations activity covers repayment of transfers made in the prior year to cover that year's costs incurred in presuppression and preparation as well as firefighting and emergency rehabilitation of burned lands.

**Firefighting** includes all actions directly tied to suppressing a specific fire including costs of: firefighting and fire command support personnel; suppression aircraft operations; housing, feeding, and logistical services for all employees assigned to the fire; firefighting equipment, supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistic support.

Costs begin when the first fire report is received and end when the equipment is returned to a state of readiness. Regular and overtime pay of both permanent and temporary employees is charged to this program category. Actual suppression costs vary significantly with the severity of fire conditions in any given year. During more severe years, those with drought, greater than average wind velocities, or above normal lightning, firefighting costs can increase dramatically such as happened in 1986, 1987 and 1988. BLM costs alone for the 1988 fire season were $135,000,000 of which some $35,000,000 is charged against available FY 1989 appropriations because of the heavy fire season activity of the end of FY 1988. Based on costs incurred for the 5-year period 1984-1988, the average annual presuppression and firefighting cost is $87 million.

**Rehabilitation** costs are incurred to prevent land degradation, resource losses, and other dangerous situations due to damage by fire. This includes such costs as reseeding burned areas to quickly establish a vegetative cover to reduce wind and water erosion damage or to prevent the establishment of undesirable species which create future high fire potential, construction of temporary water diversion structures to reduce erosion from water runoff, fencing to prevent animals from destroying revegetating areas, and felling of fire-damaged trees in high use areas. Based on costs incurred for the 5-year period 1984-1988, the average annual rehabilitation cost is $4.2 million.

Financing of costs above the budget year base program level of $2,876,000 is accomplished through borrowing from other no-year appropriations within the Department under Section 102 authority, and re-payment of these transfers with funds provided in the following year's Appropriation Act.

**Distribution of change by object class 1/**

The object class detail for the proposed increase of $21,385,000 is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | | $ 9,247,000 |
| Personnel benefits | | 1,900,000 |
| Travel and transportation of persons | | 3,000,000 |
| Transportation of things | | 640,000 |
| Other services | | 4,890,000 |
| Supplies and materials | | 1,280,000 |
| Equipment | | 428,000 |
| Total | | $21,385,000 |

1/ If the new Federal Wildland Firefighting fund proposal is not adopted, the budget request will be the same as appropriated in 1989.

**Activity:** Emergency Operations
**Subactivity:** Emergency Damage Repair

This appropriation provides funding for the emergency repair or reconstruction of roads, bridges or other facilities. Funding is provided consistent with direction contained in Section 101 of the Appropriations Act wherein "Appropriations made in this title shall be available for expenditure or transfer (within each Bureau of office), with the approval of the Secretary, for the emergency reconstruction, replacement, or repair of aircraft, buildings, utilities, or other facilities or equipment damaged or destroyed by fire, flood, storm, or other unavoidable causes: Provided, That no funds shall be made available under this authority until funds specifically made available to the Department of the Interior for emergencies shall have been exhausted: Provided further, That all funds used pursuant to this section must be replenished by a supplemental appropriation which must be requested as promptly as possible."

**Activity:** Emergency Operations
**Subactivity:** Grasshopper and Mormon Cricket Control

## Authorizations

7 U.S.C. 148f
P.L. 99-198

*Food Security Act of 1985 (Section 1773)* provides for the Secretary of the Interior to transfer no-year funds to the Secretary of Agriculture for Mormon Cricket and Grasshopper Control on lands under the jurisdiction of the Department of the Interior.

## Objectives

- Conduct inspections of suspected or known outbreaks of Mormon cricket or grasshoppers on Public Lands in cooperation with the Animal Plant Health Inspection Service (APHIS); and

- Maintain a cooperative program with APHIS for Mormon Cricket and Grasshopper Control on Public Lands.

## 1990 program

The BLM cooperates with APHIS to assist with inspections of Public Lands where potential outbreaks of pests may occur as well as developing and implementing control plans.

When outbreaks occur, APHIS conducts control operations and is subject to reimbursement for expenses on Public Lands when such expenses exceed funding available to APHIS for such control work.

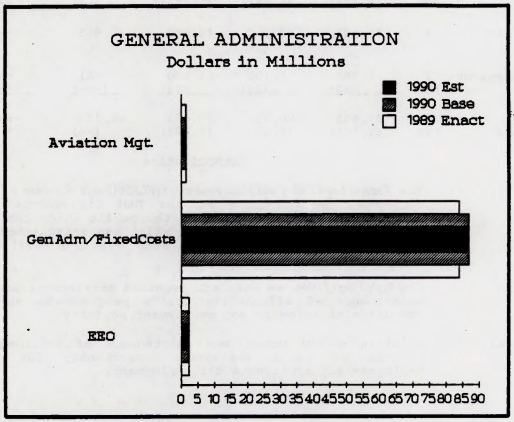
In 1987, $5,000,000 of no-year funding was appropriated to the Bureau specifically for Mormon Cricket and Grasshopper Control. Sufficient unobligated balances remain available for transfers to APHIS or for use by the BLM to assist APHIS. This reduces the likelihood of needing additional funding in this program or having to use other DOI no-year appropriations in 1989 or 1990 if control work is required. If severe outbreaks would occur, the provisions of the Food Security Act would be implemented, and supplemental funding would be requested to replenish funds borrowed from other accounts.

## Activity Summary

**Activity: General Administration**

*(dollars in thousands)*

| Subactivity | 1988 Actual B.A | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| General Administration | 89,573 | 87,649 | 90,637 | 90,033 | -604 |



## Justification of Program and Performance

**Activity:** General Administration
**Subactivity:** General Administration

*(dollars in thousands)*

| Program Elements | | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|---|
| Equal Employment Opportunity | $ | 2,180 | 2,206 | 2,206 | +26 | --- |
| | FTE | (48) | (48) | (48) | (---) | (---) |
| General Administrative Support | $ | 38,145 | 38,131 | 37,527 | -618 | -604 |
| | FTE | (1,058) | (1,058) | (1,054) | (-4) | (-4) |
| Bureauwide Fixed Costs | $ | 45,935 | 48,900 | 48,900 | +2,965 | --- |
| Aviation Management | $ | 1,389 | 1,400 | 1,400 | +11 | --- |
| | FTE | (20) | (20) | (20) | (---) | (---) |
| Total Requirements | $ | 87,649 | 90,637 | 90,033 | +2,384 | -604 |
| | FTE | (1,126) | (1,126) | (1,122) | (-4) | (-4) |

### Authorization

43 U.S.C. 1731, P.L. 94-579 — The *Federal Land Policy and Management Act (FLPMA) of 1976, section 301*, outlines the functions of the BLM Directorate and provides for administration of the public lands through the Bureau of Land Management, which was established by section 403 of Reorganization Plan No. 3 of 1946 (43 U.S.C. 1451).

42 U.S.C. 2000 — *Civil Rights Act of 1964*, as amended, requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.

Executive Order 11478 — Requires establishment and maintenance of affirmative program of equal employment opportunity for all employees and applicants for employment.

### Objective

The objective of the general administration activity is to provide general administrative support to all BLM programs and organizational levels in order to function effectively, and to provide that support at the lowest possible cost. These services include an equal employment opportunity program, executive and managerial direction, financial management, records and directives systems management, budget development and execution, personnel administration, procurement and contracting services, property management, aviation management, and funding for a variety of Bureauwide fixed costs.

## Funding Sources

Funding for BLM's general administration expenses is provided from two sources: (1) the direct appropriation as described in this activity, and (2) credits from indefinite appropriation accounts and reimbursements. In 1990, the total estimated funding from all sources is as follows:

### Fund Source Table

*(dollars in thousands)*

| Source | 1988 Actual | 1989 Enacted | 1990 Estimate |
|---|---|---|---|
| General Administration, MLR | $89,573 | $87,649 | $90,033 |
| MLR-Reimbursements | 955 | 900 | 900 |
| Range Improvements appropriation | 600 | 600 | 600 |
| Payments in Lieu of Taxes appropriation | 150 | 150 | 150 |
| Service Charges, Deposits, & Forfeitures appropriation | 1,091 | 610 | 610 |
| Road Maintenance-Permanent appropriation | 297 | 350 | 350 |
| Trust Funds | 705 | 70 | 70 |
| Total Available | $93,371 | $90,329 | $92,713 |

## EQUAL EMPLOYMENT OPPORTUNITY

### 1990 program

The Headquarters Equal Employment Opportunity (EEO) Office is responsible for the development, implementation, and evaluation of the BLM's EEO program. Field level EEO Officers in the State Offices and other units perform corresponding functions within their areas of responsibility.

The EEO program provides for compliance with the Civil Rights Act of 1964, the Equal Employment Opportunity Act of 1972, Executive Order 11478, the Civil Service Reform Act, Departmental directives, and related statutes, regulations and orders designed to prevent discrimination in Bureau hiring and employment practices. The program provides for the processing of allegations of discrimination, the development of the Affirmative Employment Program (AEP), coordination of the Federal Equal Opportunity Recruitment Program (FEORP), and administration of other special emphasis equal opportunity projects and services. Included are the Federal Women's Program, the Black Employment Program, the Hispanic Employment Program, and outreach efforts to bring qualified minorities and women into significant roles in the Bureau's workforce by utilizing the Cooperative Education Program and other linkages with institutions of higher education. Also, managers are assisted in the identification and utilization of opportunities for the career development of minorities and women in the workforce. EEO training expertise provides required EEO-related training based on need-specific requirements.

Pursuant to Executive Order 12320, BLM administers an Historically Black Colleges and Universities (HBCU) Initiative as a key component of civil rights compliance responsibilities of the Office of Equal Employment Opportunity. Four of the five programmatic areas identified by the Departmental Office of Historically Black Colleges and Universities Program, (i.e., Education and Training, Special Projects, Public Information, and Private Sector Involvement) will be emphasized in 1990.

Preliminary planning and pilot implementation have been completed to extend field participation and involvement in Title VI compliance, specifically, Recreation and Public Purposes Act interests. In Title VII work, the program is emphasizing professional conflict management capabilities to further increase cost-effectiveness in the management and adjudication of civil rights issues as a means of reducing the extreme expenses often associated with litigation of these matters.

**Equal Employment Opportunity Workload Accomplishments**

The planned workload accomplishments for 1988, 1989, and 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) From Base |
|---|---|---|---|---|---|
| Informal complaints | 253 | 380 | 400 | 400 | --- |
| Formal complaints | 20 | 27 | 30 | 30 | --- |
| Complaints resolved/adjusted | 17 | 32 | 30 | 30 | --- |
| Investigations | 18 | 27 | 25 | 25 | --- |

## GENERAL ADMINISTRATIVE SUPPORT

**Base program**

The general administrative support program provides executive and managerial direction, and basic administrative support services to sustain ongoing operations for all BLM programs.

Headquarters office and field office administrative staffs provide services such as budget development and execution, procurement and property management, safety programs, financial management, personnel management, program evaluation, and management analysis, and records and directives management. Other headquarters staffs support the directorate and field level executives on matters involving external relations, public affairs and information, congressional liaison, legislation and regulatory management.

## General Administrative Support

*(dollars in thousands)*

| Element | | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Executive and Managerial Direction | $ | 5,649 | 5,645 | 5,645 | --- |
| | FTE | (97) | (97) | (97) | (---) |
| Budget Development and Execution | $ | 2,879 | 2,891 | 2,891 | --- |
| | FTE | (78) | (78) | (78) | (---) |
| Procurement and Property Management | $ | 13,695 | 14,139 | 13,571 | -568 |
| | FTE | (424) | (424) | (421) | (-3) |
| Personnel and Organizational Management | $ | 6,773 | 6,810 | 6,810 | --- |
| | FTE | (202) | (202) | (202) | (---) |
| Financial Management | $ | 3,971 | 3,425 | 3,389 | -36 |
| | FTE | (74) | (74) | (73) | (-1) |
| Records and Directives Systems Management | $ | 3,599 | 3,635 | 3,635 | --- |
| | FTE | (140) | (140) | (140) | (---) |
| External Affairs and Information | $ | 1,579 | 1,586 | 1,586 | --- |
| | FTE | (43) | (43) | (43) | (---) |
| TOTAL-General Administrative Support | $ | 38,145 | 38,131 | 37,527 | -604 |
| | FTE | (1,058) | (1,058) | (1,054) | (-4) |

BLM's **executive and managerial direction** personnel consist of the Director, Deputy Director, Special Assistants to the Director, and the Assistant Director and Deputy Assistant Director for Management Services in the headquarters office; State Directors and Associate State Directors, the Service Center Director and their immediate office secretaries. It also includes District Managers and Associate District Managers when they provide general managerial direction in the BLM's district offices.

The headquarters directorate develops general and specific managerial and administrative policy for the Bureau, and provides executive direction to the field organization consisting of 12 State Offices, the Service Center, and the Boise Interagency Fire Center. The State directorate implements national policy by providing procedural and program guidance and ensuring consistent application and implementation of BLM policy and procedures through executive direction over field operations. The Service Center provides specified technical and administrative support to Headquarters, State and district office operational programs.

The **budget staffs** are responsible for accomplishing BLM's budget formulation and execution work which involves all of BLM's appropriations and other funding authorities. The headquarters budget division develops and presents the BLM Budget Estimates to the Department and OMB, and prepares Budget Justifications for submission to Congress. It prepares, monitors, and analyzes other program and budget documents, including the annual work plan, the current year operating budget, and program year budget plans for out-year budget development. It also performs or directs all budget execution work including the development of apportionments, allotments, and allocations for fund control, and analyzes fund utilization and progress. It prepares any supplemental appropriation requests or reprogramming requests needed as a result of changing conditions.

In the field, budget analysts are located in each BLM state office, larger district offices, and at the Service Center to operate various phases of overall budget development and execution for their organizational units. The funds identified above include only the costs of the budget and programming work performed on a Bureauwide, Statewide or officewide basis. All BLM organizational units and levels have some role to perform in BLM's budgeting and programming efforts. Budgetary and program development work required in direct support of individual programs is funded by the benefiting activity or subactivity.

The **procurement and property management staffs** plan and direct the BLM's procurement, space management, and property management efforts to ensure responsiveness to program needs and coordination with other BLM programs.

The procurement and property management staffs implement these various systems and manage the operational aspects of procurement; property management; receiving, storing and issuing property; project materials and supplies; and space management required to support the organization's functions.

Procurement and contracting organizations within BLM awarded nearly 40,000 contracts and purchase orders for about $146 million worth of goods and services in 1988. This includes over 1,650 actions worth more than $103 million in contracts for supplies services, studies, and construction work. It also includes over 39,000 small purchase actions (under $25,000 each), with a total value of $44,650,000. In addition to these, a new procurement method using bankcards was tested. There were 11,030 transactions worth $1,615,000 using the bank cards.

The **personnel and organizational management staffs** develop policies and guidelines for Bureauwide personnel management activities and provide support to managers in organizational and management analysis, productivity improvement studies, and evaluation of programmatic and organizational effectiveness. This includes position classification reviews, employee relations programs, and management analysis for the BLM workforce of about 10,000 employees.

The BLM headquarters and field servicing personnel offices carry out the operational aspects of personnel management, including staffing and organizational analysis, classification review of BLM positions, processing about 35,000 personnel actions, and issuance of 1,000 vacancy announcements annually involving the process of selecting, appointing, reassigning, promoting and releasing employees. Personnel offices also determine training needs and advise supervisors on training opportunities, developing individual training plans for employees as part of the performance evaluation process, and conduct a wide range of technical, administrative, and developmental training courses. Additionally, they develop and manage a program to ensure that employees receive proper orientation and training needed to perform assigned duties at an acceptable level of performance, process 1,000 employee performance and incentive awards annually, provide information on employee benefits and retirement procedures, process transfers, and handle approximately 300 employee grievances and formal complaints.

The **finance staffs** implement accounting and financial management requirements. The finance office located at the BLM Service Center processes financial documents initiated at the various BLM offices and maintains the BLM's system of accounts and financial management reports; audits vouchers, billings and invoices; processes payments; handles receivables; and accounts for receipts.

Finance personnel process approximately 158,000 payments and 165,000 billing, collection, and other miscellaneous accounting documents each year. Starting in 1990, the BLM will initiate its use of the Departmental Federal Financial System (FFS).

The **records, paperwork and directives management staffs** at all organizational levels maintain the official files, central records, and directives in accordance with the Bureauwide program for paperwork management. Not including library reference material, the BLM's record holdings encompass 110,747 cubic feet of records.

The **external affairs staffs** at headquarters and field offices are responsible for carrying out the public affairs and information program of the BLM, including developing and recommending public affairs actions to managers, ensuring adequate public notification on Bureau policies and decisions, and suggesting improved methods for public involvement on issues pertaining to the Public Lands. Specialized staffs also provide support to managers in development of legislative and regulatory proposals, management of advisory committees, and in congressional liaison work.

**Public affairs staffs** are also responsible for timely and accurate dissemination of information to national and State news media and serve as a conduit for information from BLM management to media, special interest groups, and the general public. Advice is provided to both headquarters and field personnel on public affairs related issues.

Direct informational and public participation efforts by public affairs staffs in support of individual program requirements are funded by the benefiting activity or subactivity.

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 38,131 | 37,527 | -604 |
| FTE | (1,058) | (1,054) | (-4) |

The 1990 estimate is a decrease of $604,000 and 4 FTE.

The decrease is possible because continuing automation of aspects of the procurement and contracting system will result in more cost effective administrative operations by eliminating various manual procedures now in place. The system is expected to automate certain purchase and contract actions from the time of initial requisition through the receipt of goods and services. It will also interface with the Federal Financial System, which will be operational at BLM at the beginning of 1990, and the BLM property system, thus automatically providing certain procurement information that is now entered or verified manually. Finally, automated enhancements will provide for automatic production of various procurement management reports to meet BLM, Department, and other information needs.

In addition, recent enhancements to the automated personal property system have improved management's control over property and reduced the costs of inventorying and controlling personal property.

Of the total projected savings resulting from improvements to the contracting and personal property systems, a portion will be used to help pay for increases in Bureauwide fixed costs which BLM will absorb in 1990.

**Distribution of change by object class**

The object class detail for the proposed decrease of $604,000 and 4 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel Compensation | 4 | $120,000 |
| Personnel Benefits | | 24,000 |
| Rent, Communications, and Utilities | | 181,000 |
| Other services | | 179,000 |
| Supplies and materials | | 68,000 |
| Equipment | | 32,000 |
| Total | | $604,000 |

## BUREAUWIDE FIXED COSTS

The Bureauwide fixed costs Element includes funding for space rental payments to GSA and to private lessors, FTS and a major portion of BLM's general purpose commercial telephone services, permanent change of duty station costs for certain employees, mail and postal service, unemployment and injured employee compensation payments to Department of Labor, and payments to the Department for services provided through the Departmental Working Capital Fund.

*(dollars in thousands)*

| Element | 1989 Estimate | 1990 Base and Estimate |
|---|---|---|
| Space Rental | (27,407) | (27,510) |
| GSA Rental Space | 18,873 | 17,668 |
| Space Controlled by BLM | 8,534 | 9,842 |
| General Purpose Wire Communications | (9,925) | (10,319) |
| FTS | 4,445 | 4,825 |
| Commercial Telephone | 5,200 | 5,214 |
| Facsimile Equipment | 280 | 280 |
| Permanent Change of Duty Station | 2,514 | 2,514 |
| Mail and Postal Service | 2,200 | 2,200 |
| Injured Employee Compensation | 2,855 | 3,383 |
| Unemployment Compensation | 400 | 2,110 |
| Departmental Services | 634 | 864 |
| Total, Bureauwide fixed costs | $45,935 | $48,900 |

**Space Rental** - The 1990 Estimate is $27,510,000, which includes the following:

**GSA Rental Space** - $17,668,000 is the estimate of GSA's Rent charges for rental of office, warehouse, storage, and other facilities occupied by the BLM. The estimate includes the BLM's share of the cost of Departmentally controlled space in the Main Interior Building.

**Space Controlled by BLM** - $9,842,000 is the estimate of rent costs for space leases that were transferred from GSA to BLM management on October 1, 1987. These leases are for facilities totally occupied by BLM personnel and are located outside of major urban centers.

**General Purpose Wire Communications** - The 1990 Estimate is a total of $10,319,000.

The FTS estimate of $4,825,000 for intercity service is based on time minute usage. Estimates are provided by GSA and the Department for BLM. The general purpose commercial telephone cost estimate to be paid by this activity is $5,214,000 for local and long distance telephone service. Some telephone system costs, especially those primarily related to single function work such as firefighting and other programs, are paid by the benefiting program subactivities. The amount of $280,000 is provided for use of facsimile equipment transmission line costs.

**Permanent Change of Duty Station Costs** - The 1990 Estimate is $2,514,000.

This element provides funding to pay for permanent change of duty station moves in the BLM which are related to interstate moves of employees at GS/GM-13 level and above. The primary reasons for such moves is for managerial and general program effectiveness purposes. The cost of PCS moves for other employees is charged to the benefiting program subactivity or subactivities since those moves are primarily related to program accomplishment purposes.

**Mail and Postal Services** - The 1990 Estimate is $2,200,000.

The U.S. Postal Service (USPS) assesses the BLM for mail and postal tariffs. The 1990 Estimate assumes no postal rate increases during 1990 and no change in the Bureau's volume of mail from the 1988 level.

**Injured Employee Compensation** - The 1990 Estimate is $3,383,000.

The Department of Labor (DOL) annually assesses the Bureau of Land Management for costs of compensation and medical benefits paid to current and former employees injured on the job. The amounts are reimbursed to the DOL Employee Compensation Fund. The estimate for 1990 was provided by the Department.

**Unemployment Compensation** - The 1990 Estimate is $2,110,000.

The Omnibus Reconciliation Act of 1980 (P.L. 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal source performed after December 31, 1980, must be reimbursed to the Federal Employees Compensation Account of the Unemployment Trust Fund by the various Federal agencies. The Department of Labor issues bills to the Interior Department which are subsequently re-allocated to the bureaus for payment of amounts to reimburse the Unemployment Trust Fund. In 1986, the Department elected to use a contractor to improve controls and to reduce costs in the Unemployment Compensation program (UCFE).

**Departmental Services** - The 1990 Estimate is $864,000.

This estimate represents the BLM's share of costs for common services provided in Washington and in the Main Interior Building by the Department, such as health services, building security, library, and central support management services. It also includes BLM's share of funding to support the Interior Complex Telecommunications Improvement program.

## AVIATION MANAGEMENT

**1990 program**

The BLM aviation management staffs manage and oversee the utilization of a diverse variety of aircraft types and air operations required for the accomplishment of BLM's mission and program operations, including programs such as cadastral survey, wild horse and burro management, law enforcement, fire protection and fire suppression, wilderness monitoring and surveillance, oil and gas inspections, resource inventory and assessment, to name a few. Because of vast distances involved, almost all BLM field operation in Alaska involve the use of aircraft, and many activities in the lower 48 states similarly depend on aircraft use to accomplish program goals.

The BLM's highest priority in aviation management is aviation safety and accident prevention. This involves safety surveys, issuance of timely safety alerts, interagency information sharing, and the investigation, analysis and reporting of all aircraft incidents and accidents. Field office quality

control is emphasized to ensure safety and commitment to overall program goals, and have local office aviation safety managers provide the expertise to ensure that aviation operations are conducted safely and cost-effectively. State Offices provide aviation safety training for all field personnel who use, control, supervise or monitor aviation resources.

Standardization and simplification of interagency regulations, policies and procedures is being pursued. A BLM aviation safety field representative is stationed at the Boise Interagency Fire Center (BIFC) and is available to resolve complex safety issues at the field level and to provide expertise as needed. The BIFC aviation specialist, with input from State Office and Headquarters aviation managers, will develop and begin to implement an aviation training program as well as aviation accident investigation procedures. Statewide technical procedures evaluations will be conducted as needed to insure adherence to high safety standards in the operation of the BLM aviation program.

The headquarters office aviation managers provide the BLM Directorate with recommendations for policies, program development, program standardization, program monitoring, safety, and perform interagency coordination.

The field aviation managers provide BLM field managers with recommendations for program guidance, development, regulatory compliance, and safety. In addition to aviation managers in each State Office, each district office has a position assigned the collateral duties of aviation management. Within the parameters of Departmental and BLM regulatory guidelines, the BLM district aviation managers develop air operations plans to insure efficient and safe aircraft use in support of field operations.

## Summary of Requirements by Object Class
(dollar in thousands)

Appropriation: Management of Lands and Resources

| | 1990 Base | | 1990 Estimate | | Inc. (+) or Dec. (-) | |
|---|---|---|---|---|---|---|
| | FTE | Amount | FTE | Amount | FTE | Amount |
| **Object Class** | | | | | | |
| 11. Personnel compensation: | | | | | | |
| 11.1 Permanent positions | 6943 | 212492 | 6765 | 211661 | -178 | -831 |
| 11.3 Positions other than permanent | 1373 | 22459 | 1338 | 23096 | -35 | 637 |
| 11.5 Other special compensation 1/ | (250) | 21859 | (250) | 21656 | (0) | -203 |
| 11.8 Special personal services payments | | 12619 | | 12423 | | -196 |
| | | 2/ | | 2/ | | |
| Total personnel compensation | 8316 | 269429 | 8103 | 268836 | -213 | -593 |
| **Other Objects** | | | | | | |
| 12.1 Personnel benefits | | 54249 | | 54059 | | -190 |
| 13.0 Benefits to former employees | | 2200 | | 2200 | | 0 |
| 21.0 Travel and transportation of persons | | 16262 | | 19000 | | 2738 |
| 22.0 Transportation of things | | 12718 | | 13000 | | 282 |
| 23.1 Standard level user charges | | 16817 | | 15518 | | -1299 |
| 23.2 Rental payments to others | | 11000 | | 11000 | | 0 |
| 23.3 Communications, utilities, and miscellaneous charges | | 13500 | | 13500 | | 0 |
| 24.0 Printing and reproduction | | 2351 | | 2500 | | 149 |
| 25.0 Other services | | 72289 | | 72298 | | 9 |
| 26.0 Supplies and materials | | 25381 | | 27000 | | 1619 |
| 31.0 Equipment | | 17290 | | 16000 | | -1290 |
| 32.0 Lands and structures | | 900 | | 900 | | 0 |
| 42.0 Insurance claims and indemnities | | 50 | | 50 | | 0 |
| Total Requirements | | 514436 | | 515861 | | 1425 |

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1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.
2/ Includes 820 FTE for the firefighting program. Funding for these workyears is estimated to be required at the Base and Estimate levels; however, these funds will be borrowed from other accounts in 1989.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS

(in thousands of dollars)

| | 1988 Actual | 1989 Est. | 1990 Est. |
|---|---|---|---|
| Enacted/requested: | | | |
| Budget authority..... | 467105 | 438462 | 504508 |
| Outlays..... | 537986 | 457507 | 448614 |
| Proposed for later transmittal under proposed legislation: | | | |
| Budget authority..... | 0 | 0 | 11353 |
| Outlays..... | 0 | 0 | 3406 |
| Total: | | | |
| Budget authority..... | 467105 | 438462 | 515861 |
| Outlays..... | 537986 | 457507 | 452020 |

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

| Identification code 14-1109-0-1-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Program by activities: | | | |
| Direct program: | | | |
| 00.01 Energy and minerals management | 79,569 | 74,297 | 71,437 |
| 00.02 Lands and realty management | 40,023 | 36,729 | 35,004 |
| 00.03 Renewable resources management | 111,002 | 115,461 | 108,526 |
| 00.04 Resource management planning | 9,320 | 9,289 | 8,626 |
| 00.05 Information and resource data management | 29,900 | 43,060 | 44,038 |
| 00.06 Resource protection and maintenance | 61,397 | 69,101 | 73,968 |
| 00.07 Emergency operations | 103,868 | 2,876 | 72,876 |
| 00.08 General administration | 89,588 | 87,649 | 90,033 |
| 00.91 Total direct program | 524,667 | 438,462 | 504,508 |
| 01.01 Reimbursable program | 12,784 | 13,500 | 18,500 |
| 10.00 Total obligations | 537,451 | 451,962 | 523,008 |



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**STANDARD FORM 300**
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

| Identification code 14-1109-0-1-302 | 1988 actual | 1989 estimate | 1990 estimate |
|---|---|---|---|
| **Financing:** | | | |
| Offsetting collections from: | | | |
| 11.00 Federal funds | -12,784 | -12,000 | -12,000 |
| 14.00 Non-Federal sources | --- | -1,500 | -6,500 |
| 17.00 Recovery of prior year obligations | -5 | --- | --- |
| 21.40 Unobligated balance available, start of year | -5,432 | -4,624 | -4,624 |
| 22.40 Unobligated balances transferred net | -58,400 | --- | --- |
| 24.40 Unobligated balance available, end of year | 4,624 | 4,624 | 4,624 |
| 25.00 Unobligated balance lapsing | 1,651 | --- | --- |
| 39.00 Budget authority | 467,105 | 438,462 | 504,508 |
| **Budget authority:** | | | |
| 40.00 Appropriation (general fund) | 498,983 | 507,462 | 503,308 |
| 40.00 Appropriation (special fund) | --- | 1,000 | 1,200 |
| 41.00 Transferred to other accounts | -75,000 | -70,000 | --- |
| 42.00 Transferred from other accounts | 43,122 | --- | --- |
| 43.00 Appropriation (adjusted) | 467,105 | 438,462 | 504,508 |
| **Relation of obligations to outlays:** | | | |
| 71.00 Obligations incurred, net | 524,667 | 438,462 | 504,508 |
| 72.40 Obligated balance, start of year | 95,323 | 74,730 | 55,685 |
| 74.40 Obligated balance, end of year | -74,730 | -55,685 | -111,579 |
| 77.00 Adjustments in expired accounts | -7,269 | --- | --- |
| 78.00 Adjustments in unexpired accounts | -5 | --- | --- |
| 90.00 Outlays | 537,986 | 457,507 | 448,614 |

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

| Identification code 14-1109-0-1-302 | | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|---|
| Direct obligations: | | | | |
| | Personnel compensation: | | | |
| 11.1 | Full-time permanent | 208,483 | 207,355 | 211,661 |
| 11.3 | Other than full-time permanent | 22,749 | 17,290 | 23,096 |
| 11.5 | Other personnel compensation | 21,331 | 10,547 | 21,656 |
| 11.8 | Special personal services payment | 12,237 | 4,715 | 12,423 |
| 11.9 | Total personnel compensation | 264,800 | 239,907 | 268,836 |
| 12.1 | Civilian personnel benefits | 51,193 | 51,598 | 54,059 |
| 13.0 | Benefits for former personnel | 2,252 | 2,252 | 2,200 |
| 21.0 | Travel and transportation of persons | 17,884 | 18,000 | 19,000 |
| 22.0 | Transportation of things | 13,221 | 9,500 | 13,000 |
| 23.1 | Rental payments to GSA | 17,633 | 16,817 | 15,518 |
| 23.2 | Rental payments to others | 10,831 | 10,200 | 11,000 |
| 23.3 | Communications, utilities, and miscellaneous charges | 13,587 | 12,500 | 13,500 |
| 24.0 | Printing and reproduction | 2,717 | 2,400 | 2,500 |
| 25.0 | Other services | 79,634 | 45,338 | 72,298 |
| 26.0 | Supplies and materials | 29,110 | 17,000 | 27,000 |
| 31.0 | Equipment | 20,692 | 12,000 | 16,000 |
| 32.0 | Land and structures | 989 | 900 | 900 |
| 42.0 | Insurance claims and indemnities | 124 | 50 | 50 |
| 92.0 | Undistributed | --- | --- | -11,353 |
| 99.0 | Subtotal, direct obligations | 524,667 | 438,462 | 504,508 |



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**STANDARD FORM 300**
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

| Identification code 14-1109-0-1-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Reimbursable obligations: | | | |
| Personnel compensation: | | | |
| 11.1 Full-time permanent | 2,647 | 1,715 | 1,731 |
| 11.3 Other than full-time permanent | 1,035 | 671 | 677 |
| 11.5 Other personnel compensation | 178 | 115 | 116 |
| 11.8 Special personal services payment | 27 | 18 | 18 |
| 11.9 Total personnel compensation | 3,887 | 2,519 | 2,542 |
| 12.1 Civilian personnel benefits | 640 | 430 | 439 |
| 21.0 Travel and transportation of persons | 656 | 600 | 600 |
| 22.0 Transportation of things | 285 | 325 | 350 |
| 23.2 Rental payments to others | 27 | 75 | 75 |
| 23.3 Communications, utilities, and miscellaneous charges | 426 | 600 | 700 |
| 24.0 Printing and reproduction | 12 | 100 | 100 |
| 25.0 Other services | 2,397 | 3,201 | 5,294 |
| 26.0 Supplies and materials | 2,742 | 3,400 | 5,550 |
| 31.0 Equipment | 1,637 | 2,150 | 2,750 |
| 32.0 Land and structures | 75 | 100 | 100 |
| 99.0 Subtotal, reimbursable obligations | 12,784 | 13,500 | 18,500 |
| 99.9 Total obligations | 537,451 | 451,962 | 523,008 |

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**STANDARD FORM 300**
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

| Identification code 14-1109-0-1-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Direct: | | | |
| Total number of full-time permanent positions | 6,907 | 6,943 | 6,765 |
| Total compensable workyears: | | | |
| Full-time equivalent employment | 8,273 | 8,316 | 8,103 |
| Full-time equivalent of overtime and holiday hours | 585 | 250 | 250 |
| Average ES salary | 70,854 | 73,387 | 74,139 |
| Average GS grade | 9.30 | 9.30 | 9.30 |
| Average GS salary | 28,843 | 29,874 | 30,180 |
| Reimbursable: | | | |
| Total number of full-time permanent positions | 124 | 78 | 78 |
| Total compensable workyears: | | | |
| Full-time equivalent employment | 149 | 94 | 94 |
| Full-time equivalent of overtime and holiday hours | 5 | 5 | 5 |
| Average GS grade | 9.30 | 9.30 | 9.30 |
| Average GS salary | 28,843 | 29,874 | 30,180 |

Type size:
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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES

(Proposed for later transmittal, proposed legislation)

Program and Financing (in thousands of dollars)

| Identification code 14-1109-2-1-302 | 1988 actual | 1989 estimate | 1990 estimate |
|---|---|---|---|
| Program by activities: | | | |
| Direct program: | | | |
| 00.06 Resource protection and maintenance | --- | --- | -10,032 |
| 00.07 Emergency operations | --- | --- | 21,385 |
| 00.91 Total direct program | --- | --- | 11,353 |
| 10.00 Total obligations (object class 92.0) | --- | --- | 11,353 |
| Financing: | | | |
| 40.00 Budget authority (appropriation) | --- | --- | 11,353 |
| Relation of obligations to outlays: | | | |
| 71.00 Obligations incurred, net | --- | --- | 11,353 |
| 74.40 Obligated balance, end of year | --- | --- | -7,947 |
| 90.00 Outlays | --- | --- | 3,406 |

## Appropriation: Construction and Access

This appropriation provides funds to meet two major objectives:

- To construct buildings, recreation facilities, roads, trails, and bridges necessary for the management of Public Lands and for providing physical access to these lands; and

- To provide public access to Federal lands for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal lands that are essential to implement planned BLM resource management programs (particularly forestry and recreation) and to areas which are designated as valuable for public recreation uses (specific recreation areas, national trail system, wilderness/wilderness study areas, or wild and scenic rivers).

Seven construction projects are planned for 1990. These projects will assist in management of Public Land resources by preventing resource damage, improving access to the Public Land, enhancing visitor services, eliminating public health and safety hazards, enhancing resource dependent recreation, or providing facilities to enable BLM employees to administer BLM programs. A total of $1,000,000 is requested for construction of: an administrative site for the El Malpais National Conservation Area in New Mexico; a boat ramp and parking area providing access to the Wild and Scenic Trinity River in northern California; a campground and boat ramp along the Salmon River in Idaho; a powerline at Senator Wash Recreation Area in Arizona; a trailhead and picnic area on the Bizz Johnson Trail in California; boat ramps, parking, picnic and camping sites along the Yakima River in southcentral Washington; and replacement of 3 bridges in the Garnet Range east of Missoula, Montana.

An amount of $1,300,000 is requested for access purposes to obtain 151 easements across non-Federal land to BLM-managed lands.

## Appropriation Language Sheet

### Construction and Access

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [$5,431,000] *$2,300,000*, to remain available until expended.

*(43 U.S.C. 1701, 1715, 1762; Department of the Interior and Related Agencies Appropriations Act, 1989.)*

**Appropriation: Construction and Access**

1. For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [$5,431,000] *$2,300,000*, to remain available until expended.

43 U.S.C. 1701
43 U.S.C. 1715
43 U.S.C. 1762

*43 U.S.C. 1701* provides for the retention of Public Lands in Federal ownership; for periodic and systematic inventory of the Public Lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Lands and their resources; for establishing uniform procedures for disposals, acquisitions, and exchanges; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

*43 U.S.C. 1715* provides for the Secretary of the Interior to acquire, by purchase, exchange, donation, or eminent domain (for access to Public Lands only), land and interests in lands.

*43 U.S.C. 1762* provides for the acquisition, construction, and maintenance of roads within and near the Public Lands which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

## Budgetary Resources for Construction and Access

## BUREAU OF LAND MANAGEMENT

**Account: Construction and Access (14-1110-0-1-302)**

**1989 Budgetary Status**

Budget authority available:

| | |
|---|---|
| Appropriation realized | $ 5,431,000 |
| Prior-year unobligated balance brought forward | 1,557,000 |
| Transferred from other accounts 1/ | 5,777,000 |
| Total BA available for obligation | 12,765,000 |
| Less anticipated obligations (by activity): | |
| 1. Construction | -9,600,000 |
| 2. Access | -1,331,000 |
| Total anticipated obligations | -10,931,000 |

**1990 Request**

| | |
|---|---|
| Anticipated unobligated balance brought forward | 1,834,000 |
| Plus increases proposed (by activity): | |
| 1. Construction | 1,000,000 |
| 2. Access | 1,300,000 |
| Total increase proposed | 2,300,000 |
| Total anticipated BA available for obligation. | 4,134,000 |

1/ This total includes a partial repayment ($277,000) of 1989 funds transferred to cover 1988 firefighting obligations under Section 102 authority of the 1989 Interior and Related Agencies Appropriations Act ($500,000) and $5,500,000 transferred from the Department of Army per Section 8128 of the 1989 Department of Defense Appropriations Act for construction of the BLM Fort Wainright, Alaska, smokejumper loft and operations facility.

## Analysis of Budgetary Resources by Activity

**Account: Construction and Access**
(14-1110-0-1-302)

| | 1988 Actual | 1989 Enacted | 1990 Estimate | Dec. (-) Inc. (+) From 1989 |
|---|---|---|---|---|
| **1. Construction** | | | | |
| BA available for obligation: | | | | |
| Appropriation | 2,155,000 | 4,100,000 | 1,000,000 | -3,100,000 |
| Unoblig. bal. brt. fwd. | 584,000 | 1,394,000 | 1,671,000 | +277,000 |
| Recovery of prior year obligations | 113,000 | --- | --- | --- |
| Transfers to/from other accounts | -500,000 | +5,777,000 | --- | --- |
| Total BA available | 2,352,000 | 11,271,000 | 2,671,000 | -8,600,000 |
| Less obligations | -845,000 | -9,600,000 | -1,000,000 | +8,600,000 |
| Unoblig. balance brt. fwd. | 1,394,000 | 1,671,000 | 1,671,000 | --- |
| FTE | (4) | (3) | (6) | (+3) |
| **2. Access** | | | | |
| BA available for obligation: | | | | |
| Appropriation | 1,275,000 | 1,331,000 | 1,300,000 | -31,000 |
| Unoblig. bal. brt. fwd. | 106,000 | 163,000 | 163,000 | --- |
| Recovery of prior year obligations | 76,000 | --- | --- | --- |
| Total BA available | 1,457,000 | 1,494,000 | 1,463,000 | -31,000 |
| Less obligations | -1,294,000 | -1,331,000 | -1,300,000 | +31,000 |
| Unoblig. balance brt. fwd | 163,000 | 163,000 | 163,000 | --- |
| FTE | (25) | (27) | (27) | (---) |
| **Account Total** | | | | |
| BA available for obligation: | | | | |
| Appropriation | 3,430,000 | 5,431,000 | 2,300,000 | -3,131,000 |
| Unoblig. bal. brt. fwd. | 690,000 | 1,557,000 | 1,834,000 | +277,000 |
| Recovery of prior year obligations | 189,000 | | | |
| Transfers to/from other accounts | -500,000 | +5,777,000 | --- | --- |
| Total BA available | 3,809,000 | 12,765,000 | 4,134,000 | -8,631,000 |
| Less obligations | -2,251,000 | -10,931,000 | -2,300,000 | +8,631,000 |
| Unoblig. balance brt. fwd. | 1,557,000 | 1,834,000 | 1,834,000 | --- |
| FTE | (29) | (30) | (33) | (+3) |

## Justification of Program and Performance

**Activity:** Construction
**Subactivity:** Construction (Buildings, Recreation Facilities, Transportation)

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 4,100 | 0 | 1,000 | -3,100 | +1,000 |
| FTE | (3) | (3) | (6) | (+3) | (+3) |

### Authorization

43 U.S.C. 1701 — The *Federal Land Policy and Management Act of 1976* authorizes the Secretary of the Interior to manage Public Lands on a multiple use basis.

### Objectives

The objectives of the construction program are:

- Construct buildings and appurtenant facilities, such as office buildings, warehouses, yards, and fire stations, which are necessary to house BLM employees and equipment in support of BLM programs.

- Construct recreation and transportation facilities necessary for the management of Public Land resources.

### 1989 Program

The 1989 program of $4.1 million includes 5 construction projects to support multiple use management of the Public Lands. These projects include:

- Construction of a new recreational vehicle waste dump station at the Laposa Long Term Visitor Area (LTVA) in Arizona. The existing dump station water supply is inadequate to handle the demand from current and rapidly increasing numbers of long term winter visitors. The new facility would meet present and future demand while eliminating a serious public health and safety hazard;

- Construction of sanitation facilities at the Pumphouse Recreation Area along the Colorado River in Colorado. Present toilet facilities are inadequate to handle the demand at the this popular float boating access point to the Colorado River. A public health hazard will be eliminated as a result of this project;

- Development of various facilities at popular recreation sites throughout the State of Montana where public demand has exceeded present site capacity and caused public health and safety concerns. Included are sanitation facilities and drinking water at Garnet Ghost Town, sanitation facilities at Scratch Gravel Hills along the Big Hole and Missouri Rivers, as well as the Dickie Bridge Recreation Site, and additional boat launching and dock facilities at Holter Lake;

- Construction of a public access road from U.S. Highway 101 to the Yaquina Head Outstanding Natural Area in Oregon. This project would replace the present narrow, rocky, unstable access route enabling effective management and utilization of this unique scientific, educational and recreation area; and

- Completion of project design and initiation of construction of the Oregon Trail Visitor Center at Flagstaff Hill near Baker, Oregon.

In addition, there is a transfer of funds ($5.5 million) from the Department of the Army to enable construction of the BLM Alaska Fire Service smokejumper facility at Fort Wainwright, Fairbanks, Alaska.

Support funding has been provided for engineering design services, contract preparation and administration, and project field review.

**1990 program**

The construction program is a support activity to the management of the Public Lands. The program includes new construction, major renovations, and replacement of existing facilities. The $1,000,000 requested at the 1990 Estimate will be used to construct facilities to enhance management of 2 congressionally designated areas, provide for the health and safety of public lands, prevent resource damage, enhance recreational opportunities through improved access, provide visitor services, and enable collection of fees at appropriate facilities to offset the cost of management and maintenance.

BLM has established the following general hierarchy of criteria which the construction program should strive to address:

- Health and safety;
- Resource protection;
- New space requirements;
- Accessibility for the physically disadvantaged;
- Access to the Public Land;
- Program efficiencies;
- Compliance with designated management responsibility; and
- Enhancement of fee collection capability.

The proposed FY 1990 construction program includes the following projects:

| Project Location (State) - (District) | Project Title Description | Amount ($000's) |
|---|---|---|
| California - Susanville District | Hobo Camp Trailhead Bizz Johnson Trail; construction of a 35 vehicle parking area and picnic site. | 45 |
| California - Ukiah District | Rush Creek Boat Launch Trinity River WSR; construction of an access road, boat ramp and parking area. | 75 |
| California - Yuma District (AZ) | Senator Wash Recreation Area; reconstruction of 3.1 miles of underground powerline to Squaw Lake Campground. | 140 |
| Montana - Butte District | Garnet Bridge Project; replacement of 3 structurally unsound bridges. | 83 |

| | | |
|---|---|---|
| Idaho - Coeur d'Alene District | Hammer Creek Recreation Site; construction of a campground, day use area and boat ramp. | 86 |
| New Mexico - Albuquerque | El Malpais Ranger Station; construction of an administrative office and visitor information center | 500 |
| Washington - Spokane | Yakima River Canyon; construction of boat ramps, parking, picnic and camping sites. | 71 |
| Total 1990 BLM Construction Projects | . . . . . | 1,000 |

## Justification for 1990 Construction Projects

**Title:** Hobo Camp Trailhead - Bizz Johnson Trail

**State:** California

**District:** Susanville

**Location:** On the outskirts of Susanville, in northeast California

**Estimate:** $45,000

**Description:** This project involves new construction including a parking area for 35 vehicles, a 12 unit picnic area, a trailhead, trash receptacles and signs.

**Need/Benefit:** Hobo Camp Trailhead would provide a staging point and public access to the popular 15 mile Bizz Johnson National Trail which was built on an abandoned railroad grade through the Susan River Canyon. This facility is expected to accommodate over a half-million visitor hours by the year 2000. This project would prevent resource damage by meeting existing demand for services and directing the public to preferred areas. The parking area and trailhead will provide access to and enjoyment of the Public Lands.

This proposal has been addressed in the Bizz Johnson Trail Management Plan.

## Justification for 1990 Construction Projects

**Title:** Rush Creek Boat Launch - Trinity Wild & Scenic River

**State:** California

**District:** Ukiah

**Location:** 35 miles west of Redding, along the Trinity River in northern California.

**Estimate:** $75,000

**Description:** Existing facilities at this popular boat launch for the Trinity Wild and Scenic River were not designed but were established as a result of frequent public use. This project consists of relocating and surfacing 250 feet of access road, developing a boat ramp and parking area and providing restrooms.

**Need/Benefit:** Present access, boat launch and sanitary facilities are inadequate to handle the increasing public demand along this popular Wild and Scenic River. Construction will eliminate safety hazards at the launch point and improve opportunities for resource protection by reducing erosion and directing the public to less sensitive areas.

This project is in conformance with the Trinity River Resource Management Plan.

## Justification for 1990 Construction Projects

**Title:** Senator Wash Powerline

**State:** California

**District:** Yuma District (Arizona State Office)

**Location:** 25 miles north of Yuma, Arizona, in Imperial County, California

**Estimate:** $140,000

**Description:** Replacement of 3.1 miles of primary underground powerline serving the 119 - unit BLM Squaw Lake Campground in the Senator Wash Recreation Area.

**Need/Benefit:** Strongly alkaline soils have corroded the exterior covering around the present electric cable, resulting in service interruptions and the potential for electric shock. Cathodic protection was added in 1985 and has proven ineffective.

This project will provide for public health and safety and eliminate power outages, both key management concerns due to high public use which averages 8,000,000 visitor hours annually. Powerline reconstruction is also consistent with other campground improvements that are being initiated through money received from California State boating and waterways funds.

## Justification for 1990 Construction Projects

**Title:** Hammer Creek Recreation Site - Lower Salmon River

**State:** Idaho

**District:** Coeur d'Alene

**Location:** 2 miles west of Whitebird, Idaho County, on the Lower Salmon River, west-central Idaho. Approximately 120 miles north of Boise.

**Estimate:** $86,000

**Description:** Hammer Creek provides the last boating access point before the Lower Salmon River flows into the steep, inaccessible Salmon River Canyon. This project consists of upgrading existing toilet facilities, expansion of the present drinking water system, upgrading the present boat ramp, increasing the campground by 10 units, and constructing a waste dump station for recreational vehicles. All construction will be designed in accordance with handicap accessibility standards and will be blended into the surrounding landscape.

**Need/Benefit:** Boating and rafting use is increasing rapidly along the Lower Salmon River, putting additional pressure on Hammer Creek, a key river access point. Existing facilities were not designed for the current demand of 100,000 visitor hours.

This project would provide for public health and safety by upgrading sanitary facilities and providing a recreational vehicle dump station to eliminate pollution of the Salmon River. Control of pollution would also prevent resource damage to anadromous fish species downstream from the site and protect the wild and scenic river designation. Accessibility for the physically disadvantaged would be improved.

The Hammer Creek proposal is in conformance with the Chief Joseph Management Framework Plan and is consistent with both the Lower Salmon River Scenic Recreation Area Management Plan and the Lower Salmon River Recreation Area Management Plan.

## Justification for 1990 Construction Projects

**Title:** Garnet Bridge Replacement

**State:** Montana

**District:** Butte

**Location:** 45 miles east of Missoula, Montana

**Estimate:** $83,000

**Description:** Replacement of 3 wooden bridges which engineering inspections have shown to be unsound and at the end of their useful life. These are identified in the Butte District Transportation Plan as the Elk - #0404, Kennedy - #2871, and Skimmerhorn - #2871 bridges. Replacements would be constructed of treated timber, meeting current BLM engineering standards.

**Need/Benefit:** The main structural girders in these 23-year-old bridges consist of 24-inch diameter, untreated logs. Typically 80 percent or more of each girder consists of unsound, rotted wood. Decking and running boards are also badly rotted and crumbling. Load limits have been reduced. Closure is necessary to provide for public safety.

These bridges are part of one road network that traverses the popular, historic Garnet Range. This route is heavily used by fishermen, hunters, hikers, loggers and miners, carrying an average 40 vehicles per day.

By providing properly engineered bridges a public safety hazard will be eliminated. Reliable access to the public lands will provide for multiple uses such as recreation, grazing, mineral exploration and timber harvest. Resource protection will be assured as new bridges will stop aggressive users from driving directly through streams which causes bank and streambed erosion that lowers water quality and degrades fish habitat.

This project is provided for in the 1986 Garnet Resource Management Plan.

## Justification for 1990 Construction Projects

**Title:** El Malpais Ranger Station

**State:** New Mexico

**District:** Albuquerque

**Location:** 70 miles west of Albuquerque, in Cibola County, west-central New Mexico.

**Estimate:** $500,000

**Description:** Construction of a 2,500 square foot, solar heated ranger station field office for the newly designated El Malpais National Conservation Area (NCA).

**Need/Benefit:** The 262,000-acre El Malpais NCA was established in 1987 by Public Law 100-225. There is presently no facility from which BLM can provide a regular presence and monitor activities within the NCA as required by P.L. 100-225. Public use of the NCA is increasing rapidly with 800,000 visitor hours recorded in 1987.

Administrative activities conducted from the ranger station would include providing visitor information, issuing camping permits, offering interpretive programs, and providing a base for routine patrols and search and rescue operations.

This project will enable BLM to meet its statutorily designated management responsibility of providing a presence in and monitoring use of the NCA. This will also enable BLM to prevent resource damage and loss of resource values. Public health and safety of back country users will be provided for by having trained search and rescue personnel on-site for quick response in the case of an emergency.

## Justification for 1990 Construction Projects

**Title:** Yakima River Canyon

**State:** Washington

**District:** Spokane (Oregon State Office)

**Location:** 5 miles north of Yakima, Kittitas County, just east of the Cascade Mountains in south-central, Washington.

**Estimate:** $71,000

**Description:** There are 3 existing recreation sites (Roza, Squaw Creek, Untanum) along of this 24-mile stretch of the Yakima River. Sanitary vault type toilets, made of concrete with exposed aggregate surface, will be installed at each site. Restrooms will be designed in accordance with handicap accessibility standards. Parking areas at each site will be regraded and traffic barriers installed to optimize use. Boat ramps will be renovated and the Roza boat ramp will be moved to eliminate human-made induced erosion of the river bank. A new river access point will be acquired.

**Need/Benefit:** Recreation sites along the Canyon were initially designed to accommodate hunters and fishermen. The area now attracts significantly larger numbers of different users, primarily boaters, rafters and campers. Close proximity to the towns of Yakima and Ellensburg results in heavy summer weekday and evening usage while nearby Interstates 82 and 90 afford easy weekend access for Spokane and Seattle residents. Visitor use now averages 800,000 visitor hours annually.

The Yakima River Canyon project would provide for the health and safety of the public by replacing deteriorated, inadequate sanitary facilities, boat ramps and parking areas; provide accessibility for the physically handicapped; provide access to Public Lands; and provide resource protection by moving the Roza boat ramp which is causing erosion of the river bank. This proposal also supports a State Scenic Highway designation along the canyon.

The Yakima River Canyon project is in conformance with the Spokane RMP and Record of Decision approved in 1987. Detailed project plans are contained in the Yakima River Canyon Recreation Management Plan.

**Distribution of change by object class**

The object class detail for the proposed increase of $1,000,000 and 3 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 3 | $ 90,000 |
| Personnel benefits | | 18,000 |
| Travel and transportation of persons | | 3,000 |
| Printing and reproduction | | 5,000 |
| Other services | | 72,000 |
| Supplies and Materials | | 12,000 |
| Lands and Structures | | 800,000 |
| Total | | $1,000,000 |

## Justification of Program and Performance

**Activity:** Access
**Subactivity:** Access and Easement Acquisition

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 1,331 | 1,343 | 1,300 | -31 | -43 |
| FTE | (27) | (27) | (27) | (---) | (---) |

### Authorization

| | |
|---|---|
| 43 U.S.C. 1701, 1715, 1762 P.L. 94-579 | The *Federal Land Policy and Management Act of 1976* authorizes the Secretary of the Interior to manage Public Lands on a multiple use basis and to acquire by purchase, exchange, donation or eminent domain, access to Public Lands as necessary to manage those lands or interests in lands. |
| P.L. 84-171 | The *Timber Access Road Act of July 26, 1955,* authorizes acquiring access to timber roads. |
| 40 U.S.C. 257 | The *Act of August 1, 1888,* as amended, provides condemnation authority. |

### Objective

The objective of the access program is to provide public access to Federal lands for appropriate uses by acquiring those legal rights (easements for road and trail access) on non-Federal lands that are essential to implement planned BLM resource management programs (particularly forestry and recreation) and to areas which are designated as valuable for public recreation uses (specific recreation areas, national trail system, wilderness/wilderness study areas, or wild and scenic rivers).

### Base program

The 1990 Base funding level for the access program is $1,343,000 and 27 FTE.

Because of the checkerboard and intermingled land ownership patterns in many parts of the West, Federal lands are often inaccessible for multiple-use or specific resource management activities because of a lack of easements to cross intervening properties. Areas or parcels that are "landlocked" by private or non-Federal government ownerships cannot be properly managed or are managed solely (and often erratically) through the forbearance of the surrounding landowners. In many cases, it is necessary for BLM to acquire legal access to Public Lands from the surrounding non-Federally owned lands in order for the general public and for the BLM to manage the mineral, energy, timber, recreation, wildlife, and rangeland resources of these Public Lands.

The need to acquire additional recreation easements has become an issue to numerous Public Land user groups. Easements for recreation purposes is a major concern raised by the President's Commission on Americans Outdoors and the Public Land Law Review Commission. Landowners in Montana, Colorado, Wyoming, Oregon and California are closing access to Public Land which have been heavily used in the past. The Governor of Montana has established an

intergovernmental task force to address the issue. Montana has an estimated 4 million acres without legal public access. Colorado and Wyoming have an estimated 5 million acres of Public Land without legal access. As recreation use and populations increase, the problem becomes more complex. Closures of Public Land access results in lawsuits, condemnation actions, threats and even shooting incidents. In some cases, restricted private roads are the only access to large blocks of Public Land which are being used for private use only, and effectively locking out all public users.

Use of these roads to provide access to Federal lands has been at the forbearance of the road owners through informal permission or "gentlemen's agreements" between the Bureau and the road owners. Since the landowners can deny such access at any time, particularly to private citizens seeking to use these Public Lands, road use must be legalized to ensure unrestricted physical access to the Federal lands and resources. Recent access denials have occurred in all western states indicating the need to provide the public with legal access to the Public Lands. The BLM receives more than 500 requests annually to provide access to Public Lands which are presently unavailable for public use.

To obtain access, the BLM must survey to locate the existing or proposed road, develop a legal description, conduct a title search, appraise values, and negotiate with the landowner for an easement or other acquisition of the rights involved. This is especially important if heavy use of the road for commercial purposes, such as timber hauling, is involved. However, it is also important in providing public access to these lands for hunting, fishing, or other noncommercial uses. Most complaints for additional access are received from recreational users of Public Lands. The BLM "Recreation 2000" initiative identifies recreation access needs as a significant issue to be resolved.

At the Base level, only the highest priority access problems will be addressed and 127 easements are planned to be acquired. Priority acquisitions will be those that provide multiple resource uses to Public Lands such as recreation and forestry uses. About 60 of these easements will be for multiple-use purposes (for example, recreation, range, or wildlife) and 67 of these access acquisitions will provide for predominantly forestry use of Public Lands.

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 1,343 | 1,300 | -43 |
| FTE | (27) | (27) | --- |

The $43,000 decrease will result in 4 fewer easement being acquired in 1990. Lower priority easements associated with forestry and recreation will be deferred into future years.

**Access Workload Accomplishments**

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Easements acquired (#) | 120 | 131 | 127 | 123 | -4 |

**Distribution of change by object class**

The object class detail for the proposed decrease of $43,000 is as follows:

| | FTE | Amount |
|---|---|---|
| Travel and transportation of persons | | $ 3,000 |
| Other services | | 30,000 |
| Supplies and materials | | 10,000 |
| Total | | $43,000 |

## Summary of Requirements by Object Class
(dollars in thousands)

Appropriation: Construction and Access

| Object Class | 1990 Base FTE | 1990 Base Amount | 1990 Estimate FTE | 1990 Estimate Amount | Inc. (+) or Dec. (-) FTE | Inc. (+) or Dec. (-) Amount |
|---|---|---|---|---|---|---|
| 11. Personnel compensation: | | | | | | |
| 11.1 Permanent positions..... | 25 | 873 | 28 | 956 | 3 | 83 |
| 11.3 Positions other than permanent.... | 5 | 89 | 5 | 98 | 0 | 9 |
| Total personnel compensation | 30 | 962 | 33 | 1054 | 3 | 92 |
| Other Objects | | | | | | |
| 12.1 Personnel benefits..... | | 143 | | 160 | | 17 |
| 21.0 Travel and transportation of persons..... | | 100 | | 100 | | 0 |
| 22.0 Transportation of things..... | | 0 | | 10 | | 10 |
| 23.2 Rental payments to others..... | | 10 | | 10 | | 0 |
| 23.3 Communications, utilities, and miscellaneous charges..... | | 10 | | 10 | | 0 |
| 24.0 Printing and reproduction..... | | 0 | | 5 | | 5 |
| 25.0 Other services..... | | 110 | | 131 | | 21 |
| 26.0 Supplies and materials..... | | 8 | | 20 | | 12 |
| 31.0 Equipment..... | | 0 | | 0 | | 0 |
| 32.0 Lands and structures..... | | 0 | | 800 | | 800 |
| Total Requirements | | 1343 | | 2300 | | 957 |

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STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Program and Financing (in thousands of dollars)

| Identification code 14-1110-0-1-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Program by activities: | | | |
| Direct program: | | | |
| 00.01 Construction projects | 957 | 9,600 | 1,000 |
| 00.02 Access and easement acquisition | 1,294 | 1,331 | 1,300 |
| 10.00 Total obligations | 2,251 | 10,931 | 2,300 |
| Financing: | | | |
| 17.00 Recovery of prior year obligations | -189 | --- | --- |
| 21.40 Unobligated balance available, start of year | -690 | -1,557 | -1,834 |
| 24.40 Unobligated balance available, end of year | 1,557 | 1,834 | 1,834 |
| 39.00 Budget authority | 2,930 | 11,208 | 2,300 |
| Budget authority: | | | |
| 40.00 Appropriation | 3,430 | 5,431 | 2,300 |
| 41.00 Transferred to other accounts | -500 | --- | --- |
| 42.00 Transferred from other accounts | --- | 5,777 | --- |
| 43.00 Appropriation (adjusted) | 2,930 | 11,208 | 2,300 |
| Relation of obligations to outlays: | | | |
| 71.00 Obligations incurred, net | 2,251 | 10,931 | 2,300 |
| 72.40 Obligated balance, start of year | 3,357 | 899 | 6,863 |
| 74.40 Obligated balance, end of year | -899 | -6,863 | -2,984 |
| 77.00 Adjustments in expired accounts | 50 | --- | --- |
| 78.00 Adjustments in unexpired accounts | -189 | --- | --- |
| 90.00 Outlays | 4,570 | 4,967 | 6,179 |



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Case 210

**STANDARD FORM 300**
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Object Classification (in thousands of dollars)

| Identification code 14-1110-0-1-302 | | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|---|
| | Personnel compensation: | | | |
| 11.1 | Full-time permanent..... | 811 | 862 | 956 |
| 11.3 | Other than full-time permanent.. | 80 | 88 | 98 |
| 11.5 | Other personnel compensation... | 3 | --- | --- |
| 11.9 | Total personnel compensation.. | 894 | 950 | 1,054 |
| 12.1 | Civilian personnel benefits..... | 129 | 143 | 160 |
| 21.0 | Travel and transportation of persons..... | 99 | 100 | 100 |
| 22.0 | Transportation of things..... | 24 | 40 | 10 |
| 23.2 | Rental payments to others..... | 4 | 10 | 10 |
| 23.3 | Communications, utilities, and miscellaneous charges..... | 9 | 30 | 10 |
| 24.0 | Printing and reproduction..... | 1 | 5 | 5 |
| 25.0 | Other services..... | 606 | 529 | 131 |
| 26.0 | Supplies and materials..... | 112 | 40 | 20 |
| 31.0 | Equipment..... | 35 | 5 | --- |
| 32.0 | Land and structures..... | 338 | 9,079 | 800 |
| 99.9 | Total obligations..... | 2,251 | 10,931 | 2,300 |



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Red underscore
Case 210

**STANDARD FORM 300**
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESSS
Personnel Summary

| Identification code 14-1110-0-1-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Total number of full-time permanent positions | 24 | 25 | 28 |
| Total compensable workyears: Full-time equivalent employment | 29 | 30 | 33 |
| Average GS grade | 9.30 | 9.30 | 9.30 |
| Average GS salary | 28,843 | 29,874 | 30,180 |



(33) - (341) - 941-526 (6-70)

## Appropriation Summary Statement

**Appropriation: Payments in Lieu of Taxes**

This appropriation provides for payments in lieu of taxes to counties and other units of general local governments for lands located within their boundaries which are administered by BLM, the Forest Service, the National Park Service, and certain other agencies, under the authority of 31 U.S.C. 6901-07.

The law provides for payment of 75 cents per acre, reduced by payments made under certain public land programs such as the Mineral Leasing Act and the National Forest Revenue Act; or a payment of 10 cents per acre, whichever is greater. However, the payment of each recipient may not exceed a statutory ceiling based on population.

Additional payments are specified for lands acquired after December 31, 1970 as additions to the National Park System or National Forest Wilderness Areas, and for any land or interests in lands owned by the Government in the Redwood National Park, or acquired in the Lake Tahoe Basin under the Act of December 23, 1980 (P.L. 96-586).

The 1990 request for Payments in Lieu of Taxes is $105,000,000, the same amount as 1989, which will provide the full level of payments to all units of general local government as authorized under current statutory formulas.

## Appropriation Language Sheet

### Payments in Lieu of Taxes

For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-07), $105,000,000, of which not to exceed $400,000 shall be available for administrative expenses. [The Payments in Lieu of Taxes Act (31 U.S.C. 6901(2)) is amended by deleting the phrase "existing in the State of Alaska on the date of enactment of this Act" from the definition of a unit of Government.]

*(Department of the Interior and Related Agencies Appropriations Act, 1989.)*

## Justification of Proposed Language Changes

### Payments in Lieu of Taxes

1. Deletion [The Payments in Lieu of Taxes Act (31 U.S.C. 6901(2)) is amended by deleting the phrase "existing in the State of Alaska on the date of enactment of this Act" from the definition of a unit of Government.]

This was enacted in the 1989 Appropriations Act consequently, it no longer needs to remain a part of this language.

## Appropriation Language Citations

### Bureau of Land Management

**Appropriation: Payments in Lieu of Taxes**

1. For expenses necessary to implement the Act of October 20, 1976 (31 U.S.C. 6901-6907), $105,000,000.

31 U.S.C. 6901-07

*31 U.S.C. 6901-07* provides authorization and direction to the Secretary of the Interior to "make payments on a fiscal year basis to each unit of local government in which entitlement lands . . . are located."

2. Of which not to exceed $400,000 shall be available for administrative expenses.

P.L. 100-446

*P.L.100-446*, the 1989 Appropriations Act for the Department of the Interior and Related Agencies, provides such funding authority in 1989.

## Summary of Requirements

(Dollars in thousands)

### APPROPRIATION: PAYMENTS IN LIEU OF TAXES

| | FTE | Amount | FTE | Amount |
|---|---|---|---|---|
| Appropriation currently available, 1989 | | | 1 | 105,000 |
| 1990 BASE BUDGET | | | 1 | 105,000 |
| TOTAL REQUIREMENTS (1990 estimate) | | | 1 | 105,000 |

| Comparison by activities/ subactivities | 1988 | | 1989 | | 1990 Base | | 1990 Estimate | | Inc./Dec. from 1989 | | Inc./Dec. from 1990 Base | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | FTE | Actual Amount | FTE | Enacted to Date Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount |
| Payments in Lieu of Taxes | 1 | 105000 | 1 | 105000 | 1 | 105000 | 1 | 105000 | 0 | 0 | 0 | 0 |

## Justification of Program and Performance

**Appropriation: Payments in Lieu of Taxes**

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 105,000 | 105,000 | 105,000 | --- | --- |
| FTE | (1) | (1) | (1) | (---) | (---) |

### Authorization

31 U.S.C. 6901-6907
P.L. 97-258,

*The Payment-In-Lieu of Taxes Act of 1976* as amended authorizes and directs the Secretary of the Interior to make a payment for each fiscal year to each unit of local general government in which entitlement land . . . is located."

### Objectives

The objectives of the Payment in Lieu of Taxes (PILT) program are to:

- Determine the amounts of payments for which various local governments are eligible under 31 U.S.C. 6901-6907; and
- Make payments, to the extent that funds are available, to all qualified recipients.

### 1990 program

Public Law 97-258, as amended (31 U.S.C. 6901-07), commonly referred to as the "Payment In-Lieu of Taxes Act", provides for payments to local units of government containing certain Federally owned lands. These payments are designed to supplement other Federal land receipt sharing payments local governments may be receiving. Payments received under the Act maybe used by the recipients for any governmental purpose.

The Act authorizes the Secretary of the Interior to make two types of annual payments to eligible units of local government. The Secretary has delegated the responsibility for administering the Act to the Bureau of Land Management. The appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

### "Entitlement Land" Payments

31 U.S.C. 6901 authorizes payments to eligible local units of government under one of two alternatives, based on the number of acres of "entitlement lands" within the county. "Entitlement lands" consist of lands in the National Forest

System and the National Park System; lands administered by the Bureau of Land Management (except for Oregon & California Grant Lands, and the revested and reconveyed Coos Bay Wagon Roads, both of which are provided for through separate revenue sharing laws); lands dedicated to the use of Federal water resource development projects; dredge disposal areas under the jurisdiction of the Army Corps of Engineers; and, effective in 1979, National Wildlife Refuge Areas withdrawn from the Public Domain; inactive and semi-active Army installations used for non-industrial purposes; and certain lands donated to

the United States Government by State and local governments. The Act specifically prohibits payments for tax exempt lands (but not donated lands) acquired from State or local governments.

The amount paid to the counties under the PILT program is the higher of either of the following:

(1) Seventy-five cents for each acre of "entitlement land" within the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by units of government in the prior fiscal year are deducted. If a unit of government receives a Federal land payment but is required by State law to pass all or part of this payment to financially and politically independent school districts or other single or special-purpose districts, such redistributed payments are considered not to have been received by the unit of local government and are not deducted from the payment. The 11 Federal land payment laws that are considered in the in-lieu computation are as follows:

(a) Department of Agriculture Appropriations Act of 1908, (35 Stat. 251, 16 U.S.C. 500);

(b) Enabling Act of 1910 for Arizona and New Mexico, (36 Stat. 557);

(c) Mineral Leasing Act of 1920 (Section 35), (41 Stat. 450, 30 U.S.C. 191);

(d) Federal Power Act of 1920 (Section 17), (41 Stat. 1072, 16 U.S.C. 810);

(e) Taylor Grazing Act of 1934 (Section 10), (43 U.S.C. 315i);

(f) Bankhead-Jones Farm Tenant Act (Section 33), (50 Stat. 526, 7 U.S.C. 1012);

(g) The Act of June 22, 1948, relating to the Superior National Forest, State of Minnesota, (62 Stat. 570, 16 U.S.C. 577g);

(h) The Act of June 22, 1956, to amend the Act of June 22, 1948, (70 Stat. 366, 16 U.S.C. 355);

(i) Mineral Leasing Act for Acquired Lands of 1947 (Section 6), (61 Stat. 915, 30 U.S.C. 355);

(j) Material Disposal Act of 1947 (Section 3), (61 Stat. 681, 30 U.S.C. 603); and

(k) Refuge Revenue Sharing Act of 1978, (92 Stat. 1321, 16 U.S.C. 715s(c)(2)).

The amounts to be deducted are reported to the Bureau of Land Management each year by the Governor of each State or his delegate; or

(2) Ten cents for each acre of "entitlement land" within the unit of government. Under this alternative, no deductions are made for the other Federal land payments received by the unit of government in the preceding fiscal year.

Both alternatives are subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting at $50 per capita (for population of up to 5,000) and rising to a maximum payment of $1,000,000. Under Alternative (1), if the total calculated payment (75 cents per entitlement acre) exceeds the ceiling, reductions for other Federal land

payments received are made from the ceiling, not from the 75 cents per acre figure.

**Section 6904 Payments**

31 U.S.C. 6904 authorizes payments for any lands or interests therein acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Areas. These lands must have been subject to local real property taxes within the five-year period preceding the acquisition by the Federal Government. Payments under this section are made in addition to payments under section 6901. They are based on 1 percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which acquired. Section 6904 payments for each acquisition are to be made annually for 5 years following each acquisition.

Federal payments of $100 or more made under section 6904 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisition of these lands by the Federal Government.

**Section 6905 Payments**

31 U.S.C. 6905 authorizes payments for any lands or interests in lands owned by the Government in the Redwood National Park, or acquired in the Lake Tahoe Basin under the Act of December 23, 1980 (P.L. 96-586, 94 Stat. 3383). Section 6905 payments will continue beyond the 5-year limitation. These payments will continue until the total amount paid equals 5 percent of the fair market value of the lands at the time of acquisition. However, the payment for each year cannot exceed the actual property taxes assessed and levied on the property during the last full fiscal year in which the property was acquired by the Federal Government.

**Administrative Expenses**

Up to $400,000 of the appropriation may be used for administrative expenses of implementing the Act, such as coordination with other Federal land-managing agencies, communications with State governors, offices and counties which receive payments, and costs of ADP services in computing alternative payment calculations and the final disbursement schedule sent to Treasury. The appropriation is also available to correct underpayments in the previous fiscal year to achieve equity among all qualified recipients.

**BUREAU OF LAND MANAGEMENT**
**PAYMENTS IN LIEU OF TAXES**
**SUMMARY OF PAYMENTS BY STATE**

| STATE | 1988 PAYMENT |
|---|---|
| Alabama | $ 116,621 |
| Alaska | 4,675,263 |
| Arizona | 8,340,428 |
| Arkansas | 1,029,149 |
| California | 10,894,065 |
| Colorado | 6,964,993 |
| Connecticut | 22,108 |
| Delaware | 4,627 |
| District of Columbia | 5,207 |
| Florida | 1,053,361 |
| Georgia | 689,230 |
| Guam | 2,477 |
| Hawaii | 36,263 |
| Idaho | 7,921,429 |
| Illinois | 283,084 |
| Indiana | 115,100 |
| Iowa | 127,133 |
| Kansas | 371,763 |
| Kentucky | 586,536 |
| Louisiana | 169,264 |
| Maine | 72,167 |
| Maryland | 37,299 |
| Massachusetts | 55,195 |
| Michigan | 1,350,945 |
| Minnesota | 973,869 |
| Mississippi | 392,599 |
| Missouri | 1,198,628 |
| Montana | 8,302,942 |
| Nebraska | 339,190 |
| Nevada | 5,933,560 |
| New Hampshire | 255,831 |
| New Jersey | 33,791 |
| New Mexico | 10,519,138 |
| New York | 51,346 |
| North Carolina | 1,297,238 |
| North Dakota | 545,650 |
| Ohio | 191,967 |
| Oklahoma | 766,305 |
| Oregon | 2,936,917 |
| Pennsylvania | 218,652 |
| Puerto Rico | 3,003 |
| South Carolina | 130,551 |
| South Dakota | 1,608,517 |
| Tennessee | 467,146 |
| Texas | 1,261,475 |
| Utah | 9,497,504 |
| Vermont | 236,033 |
| Virgin Islands | 80,030 |
| Virginia | 1,102,418 |
| Washington | 1,705,079 |
| West Virginia | 844,259 |
| Wisconsin | 464,419 |
| Wyoming | 7,791,865 |
| TOTAL | $104,073,629 |

## Summary of Requirements by Object Class
(dollars in thousands)

Appropriation: Payments in Lieu of Taxes

| | 1990 Base and Estimate | |
|---|---|---|
| | FTE | Amount |
| **Object Class** | | |
| 11. Personnel compensation: | | |
| 11.1 Permanent positions..... | 1 | 35 |
| Total personnel compensation | 1 | 35 |
| **Other Objects** | | |
| 12.1 Personnel benefits..... | | 5 |
| 24.0 Printing and reproduction..... | | 5 |
| 25.0 Other services..... | | 195 |
| 26.0 Supplies and materials..... | | 5 |
| 41.0 Grants, subsidies, and contributions | | 104755 |
| Total Requirements | | 105000 |

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Case 180
Red undercore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Program and Financing (in thousands of dollars)

| Identification code 14-1114-0-1-806 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Program by activities: | | | |
| 10.00 Total obligations..... | 104,351 | 105,000 | 105,000 |
| Financing: | | | |
| 25.00 Unobligated balance lapsing..... | 649 | --- | --- |
| 40.00 Budget authority (appropriation). | 105,000 | 105,000 | 105,000 |
| Relation of obligations to outlays: | | | |
| 71.00 Obligations incurred, net..... | 104,351 | 105,000 | 105,000 |
| 72.40 Obligated balance, start of year. | 8 | 156 | 156 |
| 74.40 Obligated balance, end of year... | -156 | -156 | -156 |
| 77.00 Adjustments in expired accounts.. | -710 | --- | --- |
| 90.00 Outlays..... | 103,493 | 105,000 | 105,000 |

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Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised,
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Object Classification (in thousands of dollars)

| Identification code 14-1114-0-1-806 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| 11.1 Personnel compenstation: Full-time permanent | 34 | 35 | 35 |
| 12.1 Civilian personnel benefits | 5 | 5 | 5 |
| 23.2 Rental payments to others | 6 | --- | --- |
| 24.0 Printing and reproduction | 4 | 5 | 5 |
| 25.0 Other services | 228 | 195 | 195 |
| 26.0 Supplies and materials | --- | 5 | 5 |
| 41.0 Grants, subsidies, and contributions | 104,074 | 104,755 | 104,755 |
| 99.9 Total obligations | 104,351 | 105,000 | 105,000 |

Type size:
8 Point 25 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Personnel Summary

| Identification code 14-1114-0-1-852 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Total number of full-time permanent positions | 1 | 1 | 1 |
| Total compensable workyears: Full-time equivalent employment | 1 | 1 | 1 |
| Average GS grade | 9.30 | 9.30 | 9.30 |
| Average GS salary | 28,843 | 29,874 | 30,180 |

(0003) 475-140 - 0 1961 : 241

## Appropriation: Land Acquisition

The Land Acquisition appropriation provides funding for acquisition of lands or waters, or interests therein, essential to improving the manageability of the Public Lands and to purchase or make equalization payments for land exchanges in response to specific acts of Congress.

In 1990, no new acquisition projects are proposed. To allow acquisitions to continue in previously authorized areas with funds appropriated in prior years, $100,000 is requested for acquisition management.

## Appropriation Language Sheet

**Appropriation: Land Acquisition**

For expenses necessary to carry out the provisions of Sections 205, 206 and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interest therein, [$12,290,000], *$100,000,* to be derived from the Land and Water Conservation Fund, to remain available until expended.

*(16 U.S.C. 460(1), 460(y), 43 U.S.C. 1715, 43 U.S.C. 1716, 43 U.S.C. 1748; Department of the Interior and Related Agencies Appropriations Act, 1989.)*

## Appropriation Language Citations

### Bureau of Land Management

**Appropriation: Land Acquisition**

1. For expenses necessary to carry out the provisions of sections 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands and waters, or interests therein, [$12,290,000] *$100,000,* to be derived from the Land and Water Conservation Fund, to remain available until expended.

16 U.S.C. 460(l)
16 U.S.C. 460(y)
43 U.S.C. 1715
43 U.S.C. 1716
43 U.S.C. 1748
P.L. 100-446

*16 U.S.C. 460(l)* provides that funds received by the Secretary as "exchange equalization payments" be deposited in the Treasury and are authorized to be appropriated for acquisitions in the King Range National Conservation Area (NCA) and are to remain available until expended.

*16 U.S.C. 460(y)* authorizes acquisition of lands or interests in lands, within the area and proximate lands of the King Range National Conservation Area (NCA).

*43 U.S.C. 1715 FLPMA Section 205* authorizes the acquisition of lands or interests in lands where it is consistent with the mission of the Department and with land use plans, by purchase, exchange, donation, or eminent domain.

*43 U.S.C. 1716 FLPMA Section 206* authorizes the exchange of Public Lands when the exchange serves the public interest.

*43 U.S.C. 1748 FLPMA Section 318(d)* authorizes the Secretary of the Interior to use the Land and Water Conservation Fund to purchase lands necessary for proper management of Public Lands which are primarily of value for outdoor recreation purposes.

*Public Law 100-446,* the 1989 Appropriations Act for the Department of the Interior and Related Agencies, provides funding for BLM programs in 1989.

## Budgetary Resources for Land Acquisition
## BUREAU OF LAND MANAGEMENT

**Account: Land Acquisition (14-5033-0-2-302)**

**FY 1989 Budgetary Status**

| | |
|---|---|
| Budget authority available: | |
| Appropriation realized ..... | $12,290,000 |
| Prior-year unobligated balance brought forward. | 1,160,000 |
| Transferred from other accounts 1/ ..... | 1,942,000 |
| Total BA available for obligation ..... | 15,392,000 |
| Less anticipated obligations (by activity): | |
| 1. Acquisition management ..... | -600,000 |
| 2. Acquisitions (L&WCF) ..... | -11,600,000 |
| Total anticipated obligations ..... | -12,200,000 |

**1990 Request**

| | |
|---|---|
| Anticipated unobligated balance brought forward ..... | 3,192,000 |
| Plus increases proposed (by activity): | |
| 1. Acquisition management ..... | 100,000 |
| 2. Acquisitions (L&WCF) ..... | --- |
| Total increase proposed ..... | +100,000 |
| Total anticipated BA available for obligation ... | $ 3,292,000 |

1/ This transfer includes a partial repayment of 1989 ($1,942) funds to cover 1988 firefighting obligations under Section 102 of the FY 1989 Department of the Interior Appropriation Act ($3,500).

## Analysis of Budgetary Resources by Activity

Account: Land Acquisition
(14-5038-0-2-302)

| | 1988 Actual | 1989 Estimate | 1990 Estimate | Dec. (-) Inc. (+) From 1989 |
|---|---|---|---|---|
| 1. Acquisition Management | | | | |
| BA available for obligation: | | | | |
| Appropriation | 600,000 | 600,000 | 100,000 | -500,000 |
| Unoblig. bal. brt. fwd. | --- | --- | --- | --- |
| Total BA available | 600,000 | 600,000 | 100,000 | -500,000 |
| Less obligations | -600,000 | -600,000 | -100,000 | +500,000 |
| Unoblig. balance brt. fwd. | --- | --- | --- | --- |
| FTE | (12) | (12) | (2) | (-10) |
| 2. Acquisitions (LWCF) | | | | |
| BA available for obligation: | | | | |
| Appropriation | 8,285,000 | 11,690,000 | --- | -11,690,000 |
| Unoblig. bal. brt. fwd. | 5,756,000 | 1,160,000 | 3,192,000 | +2,032,000 |
| Recovery of prior year obligations | 13,000 | --- | --- | --- |
| Transfers to (-) or from (+) other accounts | -3,680,000 | +1,942,000 | --- | -1,942,000 |
| Total BA available | 10,374,000 | 14,792,000 | 3,192,000 | -11,600,000 |
| Less obligations | -9,214,000 | -11,600,000 | -3,192,000 | +8,408,000 |
| Unoblig. balance brt. fwd. | 1,160,000 | 3,192,000 | --- | -3,192,000 |
| FTE | (7) | (7) | (0) | (-7) |
| Account Total: | | | | |
| BA available for obligation: | | | | |
| Appropriation | 8,885,000 | 12,290,000 | 100,000 | -12,190,000 |
| Unoblig. bal. brt. fwd. | 5,756,000 | 1,160,000 | 3,192,000 | +2,032,000 |
| Recovery of prior year obligations | 13,000 | --- | --- | --- |
| Transfers to (-) or from (+) other accounts 1/ | -3,680,000 | +1,942,000 | --- | -1,942,000 |
| Total BA available | 10,974,000 | 15,392,000 | 3,292,000 | -12,100,000 |
| Less obligations | -9,814,000 | -12,200,000 | -3,292,000 | +8,908,000 |
| Unoblig. balance brt. fwd. | 1,160,000 | 3,192,000 | --- | -3,192,000 |
| FTE | (19) | (19) | (2) | (-17) |

1/ Transfer Detail:
1988: -$3,500,000 for emergency firefighting (Section 102 authority)
-$180,000 for emergency reconstruction of Cohwilla Range Station (Section 101 authority)

1989: +$1,942,000 for partial repayment of 1988 firefighting transfer.

**Appropriation: Land Acquisition**

*(dollars in thousands)*

| Program Elements | | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|---|
| Acquisition Management | $ | 600 | 600 | 100 | -500 | -500 |
| | FTE | (12) | (12) | (2) | (-10) | (-10) |
| Acquisition (LWCF) | $ | 11,690 | --- | --- | -11,690 | --- |
| | FTE | (7) | (---) | (---) | (-7) | (---) |
| Total Requirements | $ | 12,290 | 600 | 100 | --- | --- |
| | FTE | (19) | (-12) | (2) | (-17) | (-10) |

**Authorization**

43 U.S.C. 1715, 1748(d) P.L. 94-579 — The *Federal Land Policy and Management Act of 1976* provides authority for acquisition of lands or interests in lands when it is consistent with the mission of the Department and with land use plans (section 205); in exercising this authority, appropriations from the Land and Water Conservation Fund may be used to purchase lands which are primarily of value for outdoor recreation purposes (Section 318(d) of FLPMA).

16 U.S.C. 460(1), 460(y), P.L. 95-352 — The *King Range National Conservation Area Act (NCA) of* 1970, as amended, authorizes acquiring lands or interests in lands, within the area and selected adjacent lands.

P.L. 91-476 16 U.S.C. 460uu-21 P.L. 100-225 — The establishment of the *El Malpais National Conservation Area* authorizes acquiring lands and interests in lands within the area designated.

**Objective**

The objective of the land acquisition program is to improve the management of Public Lands and to carry out specific acquisition projects authorized by acts of Congress by acquiring essential non-Federal lands or interests in lands. Acquisition funds can be provided from either the Land and Water Conservation Fund (LWCF) or from the General Fund depending upon the terms of the actual appropriation.

**1989 Program**

The Land Acquisition program in 1989 included acquisitions for the following BLM areas:

Big Morongo Canyon, CA
Carrizo Plain, CA
Chuckwalla Bench, CA
Desert Tortoise Natural Area, CA
El Malpais NCA, NM
Rock Creek Ranch, UT
Warner Basin Potholes, OR
Westwater Canyon, UT
Dominques WSA (Bridgeport Ranch), CO
Colorado River Access, CO
Bizz Johnson Trail, CA
Wilderness Study Area Inholdings

In addition, carryover funds allow continued work on the following projects in 1989:

Pacific Crest Trail, CA
King Range NCA, CA
Upper Missouri WSR, MT
Owyhee River, ID
Upper Sacramento River, CA
Lower Gila Box, NM
Steens Mountains, OR

Acquisition management funds to manage these acquisitions were also provided.

**Base program**

The 1990 Base level is $600,000 and 12 FTE in acquisition management. Acquisition management is provided to support the acquisitions in authorized project areas. Remaining acquisitions involve approved projects such as wilderness inholding acquisitions, Wild and Scenic River projects (Rio Grande, Upper Missouri, Owyhee), El Malpais National Conservation Area, the King Range National Conservation Area, Pacific Crest Trail, Upper Sacramento River, Steens Mountains, Warner Basin, Carrizo Plains, Chuckwalla Bench, Desert Tortoise Natural Area and access to river recreation areas in Colorado and Utah. Use of funds unobligated from prior years will permit the BLM to acquire lands in these project areas in 1990.

**Decrease from 1990 Base**

No new land acquisition projects are proposed in 1990. The decrease in acquisition management would provide a funding level necessary to complete land acquisition projects authorized and appropriated in prior years.

**Distribution of Change by object class**

The object class detail for the proposed decreased $500,000 and 10 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 10 | $300,000 |
| Personnel benefits | | 60,000 |
| Travel and transportation of persons | | 40,000 |
| Transportation of things | | 10,000 |
| Other services | | 90,000 |
| Total | | $500,000 |

## Summary of Requirements

(dollars in thousands)

**APPROPRIATION: LAND ACQUISITION**

| | FTE | Amount | FTE | Amount |
|---|---|---|---|---|
| Appropriation currently available, 1989 | | | 19 | 12,290 |
| 1990 BASE BUDGET | | | 12 | 0 |
| Program Changes (Changes to base budget, detailed below) | | | (10) | 100 |
| TOTAL REQUIREMENTS (1990 estimate) | | | 2 | 100 |

| Comparison by activities/ subactivities | 1988 | | 1989 | | 1990 Base | | 1990 Estimate | | Inc./Dec. from 1989 | | Inc./Dec. from 1990 Base | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount |
| 1. Acquisition | 0 | 8285 | 7 | 11690 | 0 | 0 | 0 | 0 | -7 | -11690 | 0 | 0 |
| 2. Acquisition Management | 19 | 600 | 12 | 600 | 12 | 600 | 2 | 100 | -10 | -500 | -10 | -500 |
| Total Requirements | 19 | 8885 | 19 | 12290 | 12 | 600 | 2 | 100 | -17 | -12190 | -10 | -500 |

## Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Land Acquisition

| | 1990 Base | | 1990 Estimate | | Inc. (+) or Dec. (-) | |
|---|---|---|---|---|---|---|
| | FTE | Amount | FTE | Amount | FTE | Amount |
| **Object Class** | | | | | | |
| 11. Personnel compensation: | | | | | | |
| 11.1 Permanent positions..... | 12 | 364 | 2 | 64 | -10 | -300 |
| Total personnel compensation | 12 | 364 | 2 | 64 | -10 | -300 |
| **Other Objects** | | | | | | |
| 12.1 Personnel benefits..... | | 68 | | 8 | | -60 |
| 21.0 Travel and transportation of persons..... | | 50 | | 10 | | -40 |
| 22.0 Transportation of things..... | | 20 | | 10 | | -10 |
| 23.3 Communications, utilities, and miscellaneous charges..... | | 1 | | 1 | | 0 |
| 25.0 Other services..... | | 93 | | 3 | | -90 |
| 26.0 Supplies and materials..... | | 4 | | 4 | | 0 |
| Total Requirements | | 600 | | 100 | | -500 |

Type size:
8 point 22 picas
Caps 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Program and Financing (in thousands of dollars)

| Identification code 14-5033-0-2-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Program by activities: | | | |
| Direct program: | | | |
| 00.01 Operating expenses | 990 | 947 | 233 |
| 01.01 Capital investment | 8,824 | 11,253 | 3,059 |
| 10.00 Total obligations | 9,814 | 12,200 | 3,292 |
| Financing: | | | |
| 17.00 Recovery of prior year obligations | -13 | --- | --- |
| 21.40 Unobligated balance available, start of year | -5,756 | -1,160 | -3,192 |
| 24.40 Unobligated balance available, end of year | 1,160 | 3,192 | --- |
| 39.00 Budget authority | 5,205 | 14,232 | 100 |
| Budget authority: | | | |
| 40.00 Appropriation (special fund) | 8,885 | 12,290 | 100 |
| 41.00 Transferred to other accounts | -3,680 | --- | --- |
| 42.00 Transferred from other accounts | --- | 1,942 | --- |
| 43.00 Appropriation (adjusted) | 5,205 | 14,232 | 100 |
| Relation of obligations to outlays: | | | |
| 71.00 Obligations incurred, net | 9,814 | 12,200 | 3,292 |
| 72.40 Obligated balance, start of year | 570 | 688 | 4,148 |
| 74.40 Obligated balance, end of year | -688 | -4,148 | -100 |
| 78.00 Adjustments in unexpired accounts | -13 | --- | --- |
| 90.00 Outlays | 9,683 | 8,740 | 7,340 |

Type size:
8 point 25 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Object Classification (in thousands of dollars)

| Identification code 14-5033-0-2-302 | | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|---|
| | Personnel compensation: | | | |
| 11.1 | Full-time permanent | 494 | 496 | 64 |
| 11.3 | Other than full-time permanent | 100 | 100 | --- |
| 11.5 | Other personnel compensation | 11 | 11 | --- |
| 11.9 | Total personnel compensation | 605 | 607 | 64 |
| 12.1 | Civilian personnel benefits | 79 | 80 | 8 |
| 21.0 | Travel and transportation of persons | 15 | 10 | 10 |
| 22.0 | Transportation of things | 11 | 10 | 10 |
| 23.3 | Communications, utilities, and miscellaneous charges | 1 | --- | 1 |
| 24.0 | Printing and reproduction | 8 | --- | --- |
| 25.0 | Other services | 201 | 150 | 100 |
| 26.0 | Supplies and materials | 38 | 40 | 40 |
| 31.0 | Equipment | 32 | 50 | --- |
| 32.0 | Land and structures | 8,824 | 11,253 | 3,059 |
| 99.9 | Total obligations | 9,814 | 12,200 | 3,292 |

Type size:
8 point 22 picas
Caps 180
Red underscore
Caps 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Personnel Summary

| Identification code 14-5033-0-2-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Total number of full-time permanent positions | 16 | 16 | 2 |
| Total compensable workyears: Full-time equivalent employment | 19 | 19 | 2 |
| Average GS grade | 9.30 | 9.30 | 9.30 |
| Average GS salary | 28,843 | 29,874 | 30,180 |



(000) 6/6-12-76 - M - U 1964 - 3N.

## Appropriation Summary Statement

**Appropriation: Oregon and California Grant Lands**

The Oregon and California (O&C) Grant Lands appropriation provides for the management of the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road Lands for permanent forest production under the principle of sustained yield as mandated by the O&C Act of 1937 (43 U.S.C. 1181). Intermingled public domain lands managed for forest production under the principle of sustained yield and multiple use under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976 are also included in this appropriation. The goals of the management program are to provide a permanent supply of timber, protect watersheds and wildlife habitat, provide recreational facilities, and contribute to the economic stability of local communities dependent upon the timber resource.

Programs conducted on certain O&C lands (490,000 acres) within National Forests and managed by the Forest Service are included in the Forest Service budget request.

The following major activities are financed by this appropriation:

**Western Oregon Resources Management: ($57,410,000)**

Provides for the marketing of an average annual sale quantity of 1.176 billion board feet of timber and the timber development practices necessary to maintain this level of annual harvest. In addition, other resource management programs on 2.4 million acres of land in western Oregon, including range management; soil, water and air management; wildlife habitat management; and recreation management are carried out. Resource management planning which incorporates all of the above programs into decadal management plans is also included in this activity.

**Western Oregon Information and Resource Data System: ($1,074,000)**

Provides for the acquisition, operation and maintenance of the automated data support systems required for the management of the O&C program. A significant portion of the funding requested in 1990 will be used to maintain the data used in the development of the decadal forest management plans for the 1990's.

**Western Oregon Facilities Maintenance: ($3,765,000)**

Provides for maintenance of office buildings, warehouse and storage structures, shops, greenhouses, recreation sites and of a transportation system necessary for the management of lands in western Oregon.

**Western Oregon Construction and Acquisition ($453,000)**

Provides for the acquisition of road easements and road use agreements for timber site access and for other resource management activities; signing, transportation planning, survey and design of timber access and other resource management roads; and rock aggregate used in the construction of timber access roads.

**Background of the O&C Appropriation**

The Oregon and California Grant Lands Act of 1937 (50 Stat. 876, Title II) provides that revenues from the Oregon and California Grant Lands be distributed according to the following formula:

1. Fifty percent to the 18 O&C counties in western Oregon (subsection (a) of Title II of the O&C Act);

2. An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; (provided in the second paragraph of subsection (b) of Title II of the O&C Act); and

3. Twenty-five percent to the General Fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands (provided in subsection (c) of Title II of the O&C Act).

Beginning in 1939, amounts were appropriated to the Interior Department for administration of the O&C lands out of the 25 percent share paid to Treasury under subsection (c) of the O&C Act.

By 1951, the Treasury had been repaid in full for money advanced to make the payments in lieu of taxes, and according to subsection (b), Title II of the O&C Act, the 18 O&C counties were entitled to 75 percent of the receipts. However, in 1953 the counties offered to return one-third of their share (or 25 percent of total receipts) to the United States for the development and management of the O&C lands. This is the portion referred to in item 2 above.

Beginning in 1953, Congress appropriated some or all of these subsection (b) receipts for development, protection, and management of the O&C lands. From 1961 through 1981 an amount equal to the full 25 percent of receipts collected was appropriated by Congress for management and development of O&C lands under the "Oregon and California Grant Lands" appropriation.

In 1982, Congress made a direct, definite appropriation in order to eliminate the uncertainty associated with financing the management of these lands under the receipt limitation appropriation caused by fluctuating receipts from timber sales. Under the direct appropriation approach, 25 percent of the total receipts formerly appropriated for management of the O&C lands (subsection (b) receipts) are transferred to the General Fund in the Treasury as reimbursement for all or part of the direct "O&C appropriation. Beginning with 1985, the Forest Service received a direct appropriation for its activities on O&C designated lands within the boundaries of National Forests, rather than an allocation from BLM. The 1990 O&C Grant Lands appropriation request continues these concepts.

## Receipts

Receipts from the harvest of timber and other products on the Oregon and California Grant Lands, the Coos Bay Wagon Road Lands (CBWR) and intermingled Public Domain (P.D.) lands of western Oregon are a significant source of revenue to both the U.S. Treasury and the 18 O&C counties. Funding from the O&C Grant Lands appropriation is used for the management of all land classes in western Oregon.

Actual receipts for 1987 and 1988 and estimates for 1989 and 1990 are as follows:

*(dollars in thousands)*

| Source | 1987 Actual | 1988 Actual | 1989 Estimate | 1990 Estimate |
|---|---|---|---|---|
| O&C 1/ | $136,844 | $217,740 | $169,400 | $149,800 |
| CBWR | 4,906 | 9,453 | 5,400 | 5,000 |
| P.D. | 8,017 | 9,965 | 8,000 | 8,000 |
| Total | $149,767 | $237,158 | $182,800 | $162,800 |

The following is an estimate of the distribution of these receipts.

*(dollars in thousands)*

| | 1987 | 1988 | 1989 | 1990 |
|---|---|---|---|---|
| State/Counties | $69,234 | $110,214 | $85,560 | $75,720 |
| Treasury | 74,440 | 119,371 | 91,160 | 81,000 |
| Reclamation Fund | 6,093 | 7,573 | 6,080 | 6,080 |

Receipts from O&C lands are divided between the U.S. Treasury and the O&C counties on a 50-50 basis. Receipts from CBWR lands are used to pay taxes imposed on these lands by the State of Oregon to Coos and Douglas counties; and the remainder is returned to the Treasury. Receipts from P.D. lands are divided among the State, General Treasury and the Reclamation Fund.

Payments to counties occurs at the beginning of the fiscal year following the fiscal year in which they were collected.

1/ Includes receipts from O&C lands managed by the Forest Service.

**Appropriation Language Sheet**

**Oregon and California Grant Lands**

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [$60,000,000] *$65,157,000*, to remain available until expended: *Provided*, That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation: *Provided further*, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).

*(16 U.S.C. 594; 43 U.S.C. 1181, 1701; 53 Stat. 753; PL 100-446, Appropriations Act for the Department of the Interior and Related Agencies, 1989).*

Note: The appropriation request reflects only the existing appropriation language and does not reflect the proposal to establish a new permanent, indefinite account to fund the Department's Federal Wildland Firefighting programs.

**Appropriation Language Citations**
**Bureau of Land Management**

**Appropriation: Oregon and California Grant Lands**

1. For expenses necessary for management, protection and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [$60,000,000] *$65,157,000* to remain available until expended:

16 U.S.C. 594
43 U.S.C. 1181 a, b, d-f
43 U.S.C. 1701 *et seq.*
53 Stat. 753
P.L. 100-446

16 U.S.C 594, the Timber Protection Act of 1922, provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the public lands owned by the United States.

43 U.S.C. 1181 a, b, d-f, the Oregon and California Grant Lands Act, provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq., the Federal Land Policy and Management Act of 1976, provides for public lands being retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the public lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protection of areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

The Federal Land Policy and Management Act, applies to all public lands which include the O&C Grant Lands by definition (43 U.S.C. 1701). However, Section 701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act, insofar as they relate to management of timber resources and deposition of revenue from lands and resources, the latter Acts will prevail.

53 Stat. 753, The Act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

P.L. 100-446, The Department of the Interior and Related Agencies Appropriation Act, 1989, provides funding for BLM programs.

2. *Provided,* That the amount appropriated herein for road construction shall be transferred to the Federal Highway Administration, Department of Transportation:

Funds for access road construction in the O&C were first appropriated as a portion of the BLM "Construction" appropriation in 1953. At that time, and at the establishment of the BLM Construction appropriation account in 1951, the Appropriations Act provided that funds appropriated for road construction would be transferred to the Bureau of Public Roads, which subsequently became the Federal Highway Administration in the Department of Transportation. The language has been carried in all subsequent appropriations for the O&C program.

3. *Provided further,* That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of Title II of the Act of August 28, 1937 (50 Stat. 876).

This language was first enacted in the 1953 Interior Department Appropriations Act when a portion of funds appropriated in the BLM "Construction" account were provided specifically for construction and acquisition projects and made a reimbursable charge against the one-third portion of receipts which were eligible to be returned to the O&C counties under the provision of the second paragraph of subsection (b) of Title II of the O&C Act. This language has been included in all subsequent appropriations.

## Summary of Requirements

(dollars in thousands)

**APPROPRIATION: OREGON AND CALIFORNIA GRANT LANDS**

| | FTE | Amount | FTE | Amount |
|---|---|---|---|---|
| Appropriation currently available, 1989 | | | 1,104 | 60,000 |
| ADJUSTMENTS TO BASE: | | | | |
| Adjustments for January 1989 Pay Increase | 0 | 431 | 0 | 431 |
| 1990 BASE BUDGET | | | 1,104 | 60,431 |
| Program Changes (Changes to base budget, detailed below) | | | (6) | 2,271 |
| TOTAL REQUIREMENTS (1990 estimate) | | | 1,098 | 62,702 |

| Comparison by activities/ subactivities | 1988 | | 1989 Enacted to Date | | 1990 Base | | 1990 Estimate | | Inc./Dec. from 1989 | | Inc./Dec. from 1990 Base | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount |
| **OREGON AND CALIFORNIA GRANT LANDS** | | | | | | | | | | | | |
| Western Oregon Resources Management | | | | | | | | | | | | |
| Timber Management | 620 | 24754 | 592 | 21874 | 592 | 22118 | 601 | 23014 | 9 | 1140 | 9 | 896 |
| Reforestation and Forest Development | 300 | 22279 | 326 | 24848 | 326 | 24964 | 348 | 30313 | 22 | 5465 | 22 | 5349 |
| Other Forest Resources Management | 51 | 2593 | 55 | 2860 | 55 | 2883 | 55 | 2968 | 0 | 108 | 0 | 85 |
| Fire Protection | 7 | 1935 | 7 | 2293 | 7 | 2294 | 7 | 0 | 0 | -2293 | 0 | -2294 |
| Resource Management Planning | 13 | 721 | 50 | 3395 | 50 | 3412 | 10 | 1115 | -40 | -2280 | -40 | -2297 |
| Subtotal | 991 | 52282 | 1030 | 55270 | 1030 | 55671 | 1021 | 57410 | -9 | 2140 | -9 | 1739 |
| Western Oregon Info. and Data Systems | | | | | | | | | | | | |
| Data Systems Oper. & Mgmt. Systems | 5 | 1366 | 5 | 412 | 5 | 414 | 7 | 860 | 2 | 448 | 2 | 446 |
| Resources Data Acquis. & Management | 4 | 220 | 4 | 213 | 4 | 214 | 4 | 214 | 0 | 1 | 0 | 0 |
| Subtotal | 9 | 1586 | 9 | 625 | 9 | 628 | 11 | 1074 | 2 | 449 | 2 | 446 |
| Western Oregon Facilities Maintenance | | | | | | | | | | | | |
| Facilities Maintenance | 26 | 1478 | 26 | 1467 | 26 | 1476 | 27 | 1562 | 1 | 95 | 1 | 86 |
| Transportation Systems Maint. | 30 | 2326 | 30 | 2188 | 30 | 2203 | 30 | 2203 | 0 | 15 | 0 | 0 |
| Subtotal | 56 | 3804 | 56 | 3655 | 56 | 3679 | 57 | 3765 | 1 | 110 | 1 | 86 |
| Western Oregon Const. and Acquis. | | | | | | | | | | | | |
| Construction | 5 | 527 | 3 | 150 | 3 | 151 | 3 | 151 | 0 | 1 | 0 | 0 |
| Acquisition | 6 | 276 | 6 | 300 | 6 | 302 | 6 | 302 | 0 | 2 | 0 | 0 |
| Subtotal | 11 | 803 | 9 | 450 | 9 | 453 | 9 | 453 | 0 | 3 | 0 | 0 |
| TOTAL REQUIREMENTS | 1067 | 58475 | 1104 | 60000 | 1104 | 60431 | 1098 | 62702 | -6 | 2702 | -6 | 2271 |

## Justification of Base Adjustments

### Oregon and California Grant Lands

| | FTE | ($000) |
|---|---|---|
| Additional cost in 1990 of the 1989 pay increase..... | --- | +431 |

The adjustment is for the additional amount needed in 1990 to cover the one-quarter of a year cost of the 4.1 per cent pay raise effective in January 1989. The 1989 cost of $1,268,000, which covered three-quarter's of the full year cost of the pay raise was fully absorbed as required by P.L. 100-446.

The amount ($1,268,000) absorbed in 1989 for the January 1989 pay increase results in a reduction of BLM discretionary actions including such things as deferral of reforestation and forest development work as well as some resource protection and development projects. Additionally, there is a reduced capability to plan and prepare for 1990 and outyear timber sale offerings and the updating of timber sale plans. There will be a reduced capability in the analysis needed for the scheduled completion of the resource planning efforts for the 1990 decadal plans.

BLM will reduce the level of temporary positions filled and delay the filling of less critical vacant permanent positions. This will then result in a slowing of some internal work such as personnel actions, procurement and technical assistance for the information management systems being utilized by the BLM in western Oregon in the accomplishment of its day-to-day resource management activities as well as for the analysis of data for the 1990 decadal plans. Contractual services will be postponed which affects the completion of maintenance actions as well as accomplishments in forest development.

## Justification of Program and Performance

**Appropriation: Oregon and California Grant Lands**

*(dollars in thousands)*

| Program Element | | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|---|
| West. Ore. Resources Mgmt. | | | | | | |
| BLM | $ | 55,170 | 55,571 | 57,310 | 2,140 | 1,739 |
| | FTE | (1,030) | (1,030) | (1,021) | (-9) | (-9) |
| Fed. Hwy. Admin. | $ | 100 | 100 | 100 | --- | --- |
| | FTE | (---) | (---) | (---) | (---) | (---) |
| Subtotal | $ | 55,270 | 55,671 | 57,410 | 2,140 | 1,739 |
| | FTE | (1,030) | (1,030) | (1,021) | (-9) | (-9) |
| West. Ore. Info. and Acquis. | $ | 625 | 628 | 1,074 | +449 | +446 |
| | FTE | (9) | (9) | (11) | (+2) | (+2) |
| West. Ore. Fac. Maint. BLM | $ | 3,355 | 3,379 | 3,465 | +110 | +86 |
| | FTE | (56) | (56) | (57) | (+1) | (+1) |
| Fed. Hwy. Admin. | $ | 300 | 300 | 300 | --- | --- |
| | FTE | (---) | (---) | (---) | (---) | (---) |
| Subtotal | $ | 3,655 | 3,679 | 3,765 | +110 | +86 |
| | FTE | (56) | (56) | (57) | (+1) | (+1) |
| West. Ore. Const. and Acquis. | $ | 450 | 453 | 453 | +3 | --- |
| | FTE | (9) | (9) | (9) | (---) | (---) |
| Total Requirements | $ | 60,000 | 60,431 | 62,702 1/ | +2,702 | +2,271 |
| | FTE | (1,104) | (1,104) | (1,098) | (-6) | (-6) |

### Authorization

43 U.S.C. 1181
P.L. 75-405

The *Oregon and California Grant Lands Act of 1937* provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California Railroad Grant Lands and Coos Bay Wagon Road lands.

53 Stat. 753

The *Act of May 24, 1939* relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

1/ This amount has been reduced by $2,455,000 as a result of the legislative proposal in the 1990 Budget estimate which would provide budget year funding for all BLM fire program activities including western Oregon Fire Protection from a new permanent, indefinite account (Federal Wildland Firefighting).

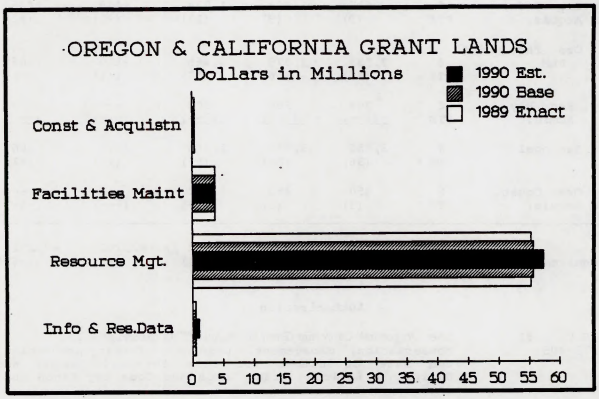
16 U.S.C. 594
P.L. 67-315

The *Timber Protection Act of 1922* provides for the protection of timber from fire, disease, and insects.

P.L. 94-579
43 U.S.C. 1702

The *Federal Land Policy and Management Act of 1976* applies to all "public lands" which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, Section 701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, other statutes regarding natural resource programs apply in varying degrees to management of the O&C and Coos Bay Wagon Road (CBWR) lands in western Oregon. These are discussed as necessary under each O&C program justification.



## Activity Summary

**Activity: Western Oregon Resources Management**

*(dollars in thousands)*

| Subactivity | 1988 Actual B.A. | 1989 Enacted | 1990 Base | 1990 Estimate 1/ | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Timber Management | 24,754 | 21,874 | 22,118 | 23,014 | +896 |
| Reforestation and Forest Development | 22,279 | 24,848 | 24,964 | 30,313 | +5,349 |
| Other Forest Resource Management | 2,593 | 2,860 | 2,883 | 2,968 | +85 |
| Fire Protection | 1,935 | 2,293 | 2,294 | --- | -2,294 |
| Resource Management Planning | 721 | 3,395 | 3,412 | 1,115 | -2,297 |
| TOTAL | 52,282 | 55,270 | 55,671 | 57,410 | +1,739 |

1/ 1990 Estimate includes a reduction in Fire Protection. This function will be fully funded through the new Federal Wildland Firefighting account, proposed as part of the 1990 President's Budget. In the absence of the proposal, the 1990 Estimate for Fire Protection would be $2,455.

Activity: Western Oregon Resources Management
Subactivity: Timber Management

*(dollars in thousands)*

| Program Element | | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|---|
| BLM | $ | 21,774 | 22,018 | 22,914 | +1,140 | +896 |
| | FTE | (592) | (592) | (601) | (+9) | (+9) |
| Federal Hwy. Administration | $ | 100 | 100 | 100 | --- | --- |
| | FTE | (---) | (---) | (---) | (---) | (---) |
| Total Requirements | $ | 21,874 | 22,118 | 23,014 | +1,140 | +896 |
| | FTE | (592) | (592) | (601) | (+9) | (+9) |

**Objectives**

The major objectives of the timber management program in western Oregon are to:

- Support the economic stability of the region and help meet the national demand for forest products through the offering of approximately 1.2 billion board feet of timber for sale annually; and

- Ensure that timber harvest is conducted in a manner that is both fiscally and environmentally responsible by preparing timber sale plans that are consistent with decadal timber and land use plans and by carefully monitoring timber sale contracts to ensure compliance with stipulations and payment schedules.

## BUREAU OF LAND MANAGEMENT

**Base program**

The 1990 base is $22,018,000 and 592 FTE. Under the timber management program, timber is offered for sale in accordance with the O&C Act of 1937 (43 U.S.C. 1181) on the revested Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road (CBWR) Lands. This law provides that these lands shall be managed as a permanent source of timber in a manner which protects watersheds, regulates stream flows, provides for recreational facilities, and contributes to local economic stability. Additionally, under this program, timber from the intermingled Public Domain (P.D.) lands which are generally managed in the same manner as O&C and CBWR lands, but under the provisions of FLPMA, is offered for sale and the work is funded by this program.

**Timber Sale Offering Levels**

The O&C Act directs the Secretary to announce an allowable sale quantity to be offered annually for sale given reasonable prices in a normal market. Under normal circumstances this would amount to 1,183 million board feet (MMBF) as this has been the calculated potentially available volume. During 1988 this figure was reduced by 7 MMBF to 1,176 MMBF due to a transfer of land out of the base acreage for the Grand Ronde Indian Reservation. In addition, during 1988 the Ninth Circuit Court of Appeals issued an injunction in connection

with preserving habitat of spotted owls which affected the ability of the BLM to offer the full planned allowable sale quantity. The offered volume in 1988 subsequently was only 1,014 MMBF.

This injunction regarding the spotted owl prohibits the sale of old growth timber within a 2.1 mile radius of 396 identified spotted owl sites and has enjoined from sale a significant amount of the remaining old growth timber in western Oregon.

The 1989 sale offering was reduced due to the injunction. Sale preparation work was deferred because of the injunction and additional timber salvage work required. The full 1,176 MMBF could not have been offered even if the injunction were not in effect due to the reduced funding capability and loss of required lead time. The allowable sale quantity of 1,176 MMBF was reduced by 396 MMBF of enjoined volume to an unenjoined total of 780 MMBF. An additional 59 MMBF of available unenjoined outyear volume was added to the reduced figure to result in a planned offering in 1989 of 839 MMBF.

The 1990 base funding can provide a sale quantity of 899 MMBF. This planned sale quantity reflects the loss of capability due to higher costs and loss of lead time due to the spotted owl injunction which has severely constrained what volume that can be offered.

For the base program, it will be assumed that the injunction will be lifted with no continuing adverse impact by the beginning of 1990. Therefore, at the base level, the BLM could offer a timber sale level of 1,061 million board feet which consists of 899 MMBF which can be supported by the base level of funding and 162 MMBF of volume from previous years' enjoined volume that can be offered at minimal cost as the majority of the preparatory work has been completed.

The higher costs that the BLM has been experiencing in western Oregon have been due to numerous factors. These can be summarized as follows:

- Data development and analysis for the 1990's decadal plans.
- Additional workload due to increasing numbers of protests and appeals which has disrupted an orderly sales program.
- Spotted owl injunction has resulted in loss of lead time already spent as well as an increase in costs to intensify efforts to offer substitute volume.
- Cost increases due to lower volume per acre due to lack of ability to offer high volume old growth areas.
- Loss of lead time due to higher than normal contract administration and other efforts due to the accelerated harvest levels in 1988 and 1989.
- Increase in cost due to higher cost of offering "new" volume rather than the "reoffer" volume from the buyback of high price timber sales.

**Timber Management Program Components**

The major work elements of the timber management program are as follows:

**Inventory and Timber Management Planning**

This element includes the gathering of inventory and silvicultural data for preparation and maintenance of land use and timber management plans and the computation of the allowable harvest levels.

The latest series of timber management plans were completed in 1983. Approximately 2.1 million acres of commercial forest lands, 87 percent of the land administered by BLM in the area, are covered by these plans. These plans, as amended, allow an annual allowable sale quantity level of 1,176 (MMBF). Each of these plans is monitored to determine if the objectives of the plans are being met. This annual allowable sale quantity level of 1,176 MMBF is composed of a base level of 1,042 MMBF plus 134 MMBF which is attributable to the completion of certain intensive management practices.

BLM has plans to complete five resource management plans during 1991 that will cover all BLM administered land in western Oregon. These plans will address the calculation of the allowable sale quantity level for the decade of the 1990's as well as address other issues such as old-growth forest management, land tenure adjustments, and special management areas.

**Timber Sale Planning**

Timber sale planning is essential to identify physical and legal access requirements, cadastral survey needs, special road design and other considerations. The checkerboard land patterns and the steep ground which characterize western Oregon commercial timber lands contribute to the complexity of the planning process which begins with identification of potential sale areas 5 years in advance of sale. Out-year plans are refined annually by deleting or altering problem tracts and adding replacement tracts. The process culminates in the annual timber sale plan on which the forest industry bases its own plans for purchasing BLM timber.

**Timber Sale Preparation**

This element includes all activities necessary to offer timber for sale, including:

1. Environmental analysis
2. Interdisciplinary resource conflict resolution
3. Sale area layout
4. Timber volume and value determination and appraisal
5. Contract preparation
6. Sale advertising and award.

The timber sale preparation process starts with interdisciplinary resource teams refining proposed sale boundaries and determining the specific effects of logging on any of the site's resource values such as wildlife, fisheries, archaeology, soils, water and air. All of these data are used in the preparation of the environmental analysis.

The environmental analysis process identifies site-specific impacts associated with the proposed logging operation and prescribes mitigating measures. Sale boundaries, road locations, and log decking locations may also be adjusted to attain the prescribed mitigation.

The process continues with sale layout by field crews physically posting and marking sale boundaries, road locations, log skid trails, and other work areas needed for the harvest operation. Field crews then determine the sale volume and prepare a sale appraisal which determines the minimum bid.

A timber sale contract is prepared for each sale. The contract specifies standard stipulations for compliance by the purchaser as well as special stipulations based upon any unique characteristics of the sale area. Normally, western Oregon BLM timber is sold at oral auction with successful bidders agreeing to the terms of the contract. Historically, the purchaser has had 3 years to harvest the timber, although contracts with shorter harvest

periods have recently been offered in response to current economic conditions and the requirement to encourage responsible bidding as required by the *Federal Timber Contract Modification Act of 1984* (P.L. 98-478).

**Timber Sale Contract Administration**

This work involves on-the-ground supervision during the term of the timber sale contract. Supervision is provided to ensure that the purchaser adheres to the terms of the contract and that timely payments are made as timber is harvested.

**Timber Management Plan Monitoring**

In addition to the monitoring work done in sale contract administration, the overall impacts of the sale program are monitored to determine how these impacts relate to those predicted on the Environmental Impact Statements for the Timber Management Plans. The information gained from this monitoring will be used to improve the decision making information base for the 1990 decadal plans.

**Increase from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 22,018 | 22,914 | +896 |
| FTE | (592) | (601) | (+9) |

The 1990 estimate is an increase of $896,000 and 9 FTE's. This increase will provide the funding required to offer a total of 1,111 MMBF. This represents an increase of 50 million board feet over what was funded at the Base level and an increased ability to prepare sales for offering in 1991 and future years to sustain an even flow of timber offered for sale. This level of sale offering assumes the old growth/spotted owl injunction is lifted by October 1, 1989. The total volume figure of 1,111 MMBF is comprised of 899 MMBF of planned 1990 volume included in the Base funding level, plus 162 MMBF of currently enjoined volume from previous years which has the preparatory work completed, plus the additional 50 MMBF which can be offered with the proposed increase. The ability of the BLM to offer additional volume has also been limited by the increased cost and other factors previously discussed. The proposed increase also provides the funding necessary to complete the required update of timber sale plans.

## O&C Timber Management Workload Accomplishments

The planned workload accomplishments for 1988, 1989, and 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Inventory (000's acres) 1/ | 2,387 | --- | --- | --- | --- |
| Timber Mgt. Plans (#) 2/ | 24 | 38 | 24 | 38 | +14 |
| Sales Prepared (#) | 220 | 200 | 265 | 280 | +15 |
| Timber Volume Offered (MMBF) | | | | | |
| Regulated | 706 | 813 | 1,061 5/ | 1,111 | +50 |
| "Buy-out" 3/ | 115 | 26 | --- | --- | --- |
| Fire related salvage 4/ | 193 | --- | --- | --- | --- |
| Total | 1,014 | 839 | 1,061 | 1,111 | +50 |
| Harvest Volume (MMBF) | 1,642 | 1,400 | 1,200 | 1,200 | --- |
| Total Volume Sold but unharvested - End of Year (MMBF) | 1,372 | 811 | 672 | 722 | +50 |
| Minor Forest Products (# Permits) | 10,278 | 9,750 | 9,900 | 10,300 | +400 |

1/ A reinventory was completed in 1988 which provided an opportunity to shift funding to the decadal timber management plans.

2/ Timber management plans can be a resource area plan, 5-year plan or revision.

3/ Volume reoffered from sales bought-out under provision of the Federal Timber Contract Payment Modification Act (P.L.98-478).

4/ Volume offered in 1988 from timber damaged by forest fires in 1987.

5/ The volume offered at the base level in 1990 includes volume previously enjoined on which most of the work has been completed . The volume in both base and estimate for 1990 assumes the injunction regarding spotted owls/old growth will be lifted by October 1, 1989.

**Distribution of change by object class**

The object class detail for the proposed increase of $896,000 and 9 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 9 | $270,000 |
| Personnel benefits | | 54,000 |
| Travel and transportation of persons | | 40,000 |
| Transportation of things | | 28,000 |
| Communications, utilities, and miscellaneous charges | | 84,000 |
| Other services | | 339,000 |
| Supplies and materials | | 60,000 |
| Equipment | | 21,000 |
| Total | | $896,000 |

## FEDERAL HIGHWAY ADMINISTRATION (FHWA)

**1990 program**

The 1990 program level is $100,000. The Federal Highway Administration provides BLM with a variety of specialized engineering services associated with the location and design of timber access roads and evaluation of rock quarry sites. The kinds and amount of services rendered by the FHWA vary from year to year depending upon the difficulty of road location and the number of quarry sites needed. The following is the average workload output. It is estimated that the 1990 workload will be at the average level.

| Item | Amount |
|---|---|
| Rock core drilling | 5,000 lin. ft. |
| Material testing | 200 tests |
| Roads requiring special engineering consulting services | 30 roads |

The funds for this work are transferred from BLM to FHWA each year in accordance with the provisions of the appropriations language for "Oregon and California Grant Lands."

## Justification of Program and Performance

**Activity:** Western Oregon Resources Management
**Subactivity:** Reforestation and Forest Development

*(dollars in thousands)*

| Program Elements | | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|---|
| Reforestation and Intensive Mgt. | $ | 23,548 | 23,664 | 29,013 | +5,465 | +5,349 |
| | FTE | (326) | (326) | (348) | (+22) | (+22) |
| FIR/COPE | $ | 1,300 | 1,300 | 1,300 | --- | --- |
| | FTE | (---) | (---) | (---) | (---) | (---) |
| Total Requirements | $ | 24,848 | 24,964 | 30,313 | +5,465 | +5,349 |
| | FTE | (326) | (326) | (348) | (+22) | (+22) |

**Objectives**

The major objectives of the reforestation and intensive forest management program are to:

- o successfully reforest all harvested, burned or otherwise denuded forest land; and
- o increase the growth rates of trees in plantations and stands of timber to a level that supports a sustained yield of timber harvest as mandated by the O&C Act of 1937 and the Federal Land Policy Management Act of 1976.

### REFORESTATION AND INTENSIVE MANAGEMENT

**Base program**

The 1990 base program is $23,664,000 and 326 FTE. This program provides for reforestation and other forest development practices which increase the productivity of the timber lands in western Oregon. Reforestation and intensive management are necessary not only to ensure prompt forest regeneration, but also to ensure that the new forest will grow at rates projected in approved timber management plans.

Approved timber management plans identify the sustained yield harvest level (allowable sale quantity) and activities essential to support it. These include:

1) Activities which support the "base level" component of the sustained yield harvest level such as the following:

   - o Inventory to determine need for treatment and treatment effectiveness;
   - o Preparation of planting sites;
   - o Planting genetically improved trees;

- Maintaining plantation survival and growth by protection from animals and excessive heat and the removal of competing vegetation; and

- Improving the genetic quality of planting stock through seed orchard establishment.

2) Activities which support the "intensive level" component of the sustained yield harvest level such as the following:

   - maintaining or achieving optimum conditions for tree and stand growth through precommercial thinnings;

   - release from competing vegetation;

   - disease control; and

   - fertilization.

Requirements for effective reforestation vary according to individual harvest units. Actual needs start with inventory and often require expenditures for site preparation such as prescribed fire. Other investments in maintenance are also necessary such as paper mulching around tree seedlings, protection from animal damage with vexar tubing or chemical repellants and the removal or cutting of competing vegetation.

Reforestation alone will not achieve the desired resource management results. In many cases, tree seedlings will not survive without added maintenance investments. Lack of maintenance can result in a loss of previous investment as well as additional expenditure because site preparation and reforestation efforts will have to be repeated.

Site preparation techniques, including prescribed burning, are frequently required prior to the actual reforestation. The workload shown for site preparation includes output resulting from funding both from this subactivity and from timber purchaser deposits in the "Service Charges, Deposits, and Forfeitures" appropriation. Land treatments, such as the use of herbicides, are sometimes necessary so that planted seedlings can achieve full development without undue competition from other species which tend to proliferate in newly cut areas. Later, precommercial thinning is used to remove selected trees to concentrate light, moisture, and nutrients on fewer trees of better quality. These and other practices result in a greater quantity and quality of merchantable timber in a given stand. In addition, BLM, through its tree improvement program, seeks to improve the genetic traits of the trees in order to provide for faster growing and higher quality trees as well as disease resistant tree populations.

Plantation maintenance is a required part of the reforestation program as it is essential to the survival of seedlings. Since 1984, the application of herbicides has been prohibited due to court injunction and has resulted in a much higher cost per acre for treatment. The more costly alternatives to herbicides has resulted in less than effective results as well as in considerably fewer acres being treated. A large backlog of untreated plantation acres are now threatened with loss of growth or seedling survival.

Vegetative Competition

A planted Douglas-fir seedling that is overcome by competing weeds and grass will die or suffer from significant growth loss if plantations do not receive maintenance treatment.

Western Oregon is operating under an allowable cut plan that was developed in the early 1980's and will be effective through 1990. The new plans are scheduled to be completed in 1991. The current allowable sale quantity of 1,176 MMBF is composed of a base level of 1,042 MMBF and an intensive level of 134 MMBF. The base level represents an allowable annual flow of timber volume sustainable in perpetuity provided that all areas harvested receive site preparation, are reforested, receive plantation maintenance and genetically improved planting stock is available at the time in the amounts needed.

The intensive level of sustainable annual flow that is attributable to growth enhancement is dependant upon the average annual completion of 820 acres of stand conversion, 12,190 acres of precommercial thinning and 22,280 acres of fertilization. Since 1987, very little intensive management has been accomplished since resale of "buyback" timber sales were substituted for "new" sales. This substitution created an "offset" when the acres of "new" sales were not deleted from the base. This "offset" has been used in lieu of intensive management activities. The last year that this "offset" can be used in the determination of the allowable sale quantity is 1990. All intensive management practices will be required to be completed after 1990 in order to offer the full intensive level of the allowable sale quantity in future years.

The utilizing of the "offset" in previous years in lieu of intensive management may in fact result in potential harvest reductions due to loss of growth because "biological windows" of increased growth opportunities will have been foregone in many cases.

The forest development and reforestation workload is accomplished principally through contracting specified treatment projects (i.e., slash burning, tree planting, thinning, etc.) to the private sector. An estimated 95 percent of the projects are accomplished by contractors. The remaining 5 percent are done with BLM personnel, usually temporary employees. Types of work which involve permanent BLM personnel primarily include monitoring and research facilitation, environmental analysis, inventory, project planning, layout and contract preparation, contract administration, and seed orchard operation. These elements are described as follows:

- **Monitoring and Research Facilitation** - Includes all work associated with field studies and research facilitation to identify development needs and to monitor results of past actions.

- **Environmental Assessment** - Includes all work involved in preparing and reviewing environmental assessments relating to intensive forest management practices. For the 1990 program, it is assumed that the environmental statement on use of herbicides for timber development work will be completed and accepted by the Federal Court; thus allowing herbicides to again be available for use.

- **Inventory, Project Planning, Layout and Contract Preparation** - Includes all work involved in conducting pre-and-post-treatment survey to identify needs and evaluate treatments, and the preparation of land treatment contracts for bid advertisement and award.

- **Contract Administration** - Includes all work associated with the supervision and administration of land treatment, research and other support contracts such as genetic improvement.

- **Seed Orchard Operation** - Includes all work associated with the development, maintenance, and operation of the Walter Horning, Charles Sprague, Provolt, Tyrrel and Lorane seed orchards, including the progeny test plantations where genetically superior trees are grown for the purpose of determining which superior trees will be used for seed production.

There tends to be a lag between timber harvesting and reforestation because of the need to produce the proper seedlings and to perform site preparation prior to actual planting of seedlings. The BLM has been increasing reforestation efforts since 1986 to keep pace with this increased rate of harvest.

The following table illustrates the relationship of timber harvesting to reforestation.

TIMBER HARVESTING AND REFORESTATION
1977-1990

| Year | Harvest (Million board feet) | Final Harvest Acres | Reforestation (acres) |
|---|---|---|---|
| 1977 | 1,032 | | 26,333 |
| 1978 | 1,061 | | 32,890 |
| 1979 | 1,040 | | 31,016 |
| 1980 | 929 | | 26,917 |
| 1981 | 857 | | 28,198 |
| 1982 | 320 | | 20,192 |
| 1983 | 812 | | 17,149 |
| 1984 | 1,039 | 21,075 | 17,463 |
| 1985 | 1,008 | 24,333 | 17,642 |
| 1986 | 1,204 | 27,630 | 23,587 |
| 1987 | 1,300 | 30,704 | 27,901 |
| 1988 | 1,642 | 38,284 | 24,584 |
| 1989 (est.) | 1,400 | 31,818 | 27,499 |
| 1990 (est.) | 1,200 | 27,273 | 40,000 |

The effort to expedite accelerated salvage of 1987 fire-killed timber, combined with a strong lumber market for Pacific NW timber, raised BLM's total timber harvest to 1,642 MMBF in 1988. This is 33% higher than the normal rate of harvest and it is anticipated to continue at this rate through the early part of 1989. By 1990, the rate of harvest is expected to be reduced to a more stable annual level.

As the result of this increased harvest, forest development program needs in terms of site preparation, tree planting, plantation maintenance, and tree improvement have also increased significantly.

Although it is anticipated that herbicides will again be available for use in 1990, the impact of the restriction of use since the injunction in 1984 is affecting the current programs. The increased treatment cost has resulted in fewer acres being treated and a backlog has resulted. Some of this backlog has resulted in reduced seedling survival as well as loss of growth.

**Site Preparation**

Effective reforestation is dependent upon a well prepared planting site through treatments such as precribed burning as is illustrated in this new planting.

Increase from 1990 Base

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 23,664 | 29,013 | +5,349 |
| FTE | (326) | (348) | (+22) |

An increase of $5,349,000 and 22 FTE is proposed for 1990. This proposed increase will allow reforestation to keep pace with the accelerated harvest which occurred in 1988 (+8,000 acres). The 1988 and early 1989 harvest season saw a record high level of harvest due to increased fire salvage from the 1987 fire season as well as an increased amount of volume that was harvested due to higher market values. A considerable amount of the remaining high value timber sales that were not included in the "buyout" were anticipated to go default, but instead were harvested because of these higher market values.

The proposed increase will also help reduce the backlog in plantation maintenance created by the injunction which has restricted the use of herbicides. This restriction resulted in fewer acres being maintained because of the higher cost of manually treating the areas. The 1990 budget request assumes that herbicides will be available in 1990.

Site preparation efforts will be increased on those acres needing preparation for planting. The proposed increase will allow for an additional 3,500 acres of treatment.

These planned increases represent a "catch-up" on the program requirements that could not be met earlier. The increased program requirements identified above are essential for maintaining a planned harvest level on a continuing basis. The annual allowable sale quantity is dependent upon a high level of reforestation, forest development and intensive management.

## Reforestation and Forest Development Workload Accomplishments

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Inventory (000's acres) | 96 | 103 | 140 | 140 | --- |
| Site preparation (acres) | 15,306 | 16,994 | 20,000 | 23,500 | +3,500 |
| Reforestation (acres) | 24,584 | 27,499 | 26,000 | 40,000 | +14,000 |
| Maintenance (acres) | 18,070 | 25,250 | 14,000 | 31,000 | +17,000 |
| Pre-commercial thinning (acres) | --- | --- | --- | --- | --- |

**Distribution of change by object class**

The object class detail for the proposed increase of $5,349,000 and 22 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 22 | $ 660,000 |
| Personnel benefits | | 132,000 |
| Travel and transportation of persons | | 95,000 |
| Transportation of things | | 275,000 |
| Printing and reproduction | | 34,000 |
| Other services | | 3,463,000 |
| Supplies and materials | | 550,000 |
| Equipment | | 140,000 |
| Total | | $5,349,000 |

## FIR/COPE

### Objectives

The objective of the FIR (Forestry Intensived Research) Program is to analyze and develop new ideas and technology to solve reforestation problems in southwestern Oregon and return these areas to the timber base.

The objective of COPE (Coastal Oregon Productivity Enhancement) Research Program is to develop methodologies and techniques for speeding up resource restoration, productivity enhancement and maintenance of the Coastal Oregon Forests.

### 1990 program

A total of $1,300,000 is included in the 1990 program for the FIR and COPE research projects.

FIR was developed to improve reforestation and timber stand improvement technology for southwest Oregon. Work is primarily performed by Oregon State University in participation with BLM, the Forest Service, the State of Oregon Forestry Department, and various industrial and private landowners. Initiated in 1979, FIR is in the final phase of its original 10-year schedule. There will be an extension of several years in the adaptive phase to facilitate application of the findings.

In 1990 COPE will be its fourth year of development. This is a cooperative program with the Forest Service and Oregon State University to find methods to improve timber production, silvicultural practices, fire and air quality management, watershed protection, soil stabilization, fisheries enhancement, and resource and economic analysis for western Oregon forest land from the Columbia River south to the California border and from the Pacific Ocean to the eastern slope of the Coast Range.

**Activity:** Western Oregon Resources Management
**Subactivity:** Other Forest Resources Management

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 2,860 | 2,883 | 2,968 | +108 | +85 |
| FTE | (55) | (55) | (55) | (---) | (---) |

The subactivity, Other Forest Resources Management, includes the program areas of Range Management; Recreation Management; Soil, Water and Air Management; and Fish and Wildlife Habitat Management as conducted on O&C and CBWR lands in western Oregon.

## RANGE MANAGEMENT

### Objectives

The major objectives of the range management program are to utilize available forage for livestock production, maintain and improve vegetative conditions, and accomplish vegetation-related resource management goals and objectives in western Oregon.

### Base program

This program provides for grazing administration on public lands in western Oregon. The O&C Act authorizes the Secretary, at his discretion, to lease O&C lands for grazing purposes when such use will not interfere with the production of timber or other purposes specified in the O&C Act. There are 148 grazing leases in western Oregon providing approximately 19,000 animal unit months (AUM's) of forage. The range management program workload consists of authorizing and issuing grazing leases, collecting fees, monitoring, providing necessary range use supervision and trespass control, and developing range improvement projects. Grazing use must be properly coordinated with intermingled and adjacent landowners. In several areas where there are large and well-blocked lands, coordinated resource management plans have been developed and needed management facilitating projects constructed.

Various projects on O&C lands, such as fences and water developments, are needed to control the timing and degree of livestock grazing use. Proper livestock management is essential to ensure that maximum benefits result from removal of vegetation which competes with tree seedling establishment and to protect reforestation efforts. Livestock management also helps to accomplish other vegetation-related management objectives such as the protection and improvement of important wildlife habitat areas and the protection of threatened and endangered plants and animals.

## Range Management Workload Accomplishments

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measures | 1988 Actual | 1989 Estimate | 1990 Base and Estimate |
|---|---|---|---|
| Allotments monitored (#) | 54 | 54 | 54 |
| Leases administered (#) | 148 | 148 | 148 |
| Projects developed (#) | 0 | 4 | 4 |

## RECREATION MANAGEMENT

### Objectives

The major objectives of the recreation management program are to:

- Provide a broad spectrum of outdoor recreation opportunities, from developed overnight/day use facilities to extensive uses, such as hunting, fishing, off-road vehicle operation and whitewater boating, consistent with intensive forest management activities within the multiple use framework;

- Provide an appropriate level of visitor management and information in both developed and undeveloped areas to assure the health and safety of the user, reduce conflicts among users, and to minimize resource damage;

- Assure an adequate level of protection for sensitive resources, such as cultural and historic sites, rare and/or representative vegetative types, visual resources, and other such significant areas and sites;

- Assure implementation of the Special Recreation Permit Policy and the collection of appropriate fee revenues, and the establishment of recreation use fees comparable with other public and private facilities;

- Promote visibility and identify public lands, create public respect and pride, and foster a better public understanding and acceptance of multiple use forest management; and

- Improve program cost effectiveness through the use of volunteer programs, contributed funds and cooperative management agreements with State, county and local agencies and organizations.

### 1990 program

The western Oregon program is operated under the provisions of the O&C Act which directs that the O&C lands be managed for permanent forest production, including provision of recreation facilities. Because the provision of recreation facilities covers a wide range of recreation opportunities from highly developed campgrounds/picnic areas to dispersed recreation activities, the program encompasses a workload associated with some 2.8 million visits annually. The protection of sensitive resources is consistent with the Bureau's multiple use mandate and specific legislative requirements, such as the National Historic Preservation Act and the Endangered Species Act.

The program activities consist of the following:

- Management of recreation visitors and the protection of recreation resources in accordance with planned objectives, with priority directed

toward Congressionally established Special Recreation Management Areas (Rogue Wild and Scenic River, Pacific Crest National Scenic Trail, North Umpqua Wild and Scenic Study River) and major investment recreation sites (Wildwood, Fisherman's Bend, Shotgun, Hyatt Lake, Loon Lake).

- With the enactment of the Oregon Omnibus Wild and Scenic Rivers Act in October 1988, the BLM is now responsible for additional rivers in the system including some in western Oregon. Boundary establishment and management plans will be the priority followed by plan implementation.

- Identification, evaluation and management of archeological and historical resources, particularly priority areas including the Upper Little River, Upper Middle Creek and Boulder Creek archaeological areas and the Barlow Road historic trail. Development of an interdistrict cultural resource inventory plan for the coast range province.

- Participation in the Pacific Northwest Research Natural Area program, including the management and protection of established areas.

- Management and protection of sensitive visual resource values consistent with intensive timber management activities.

- Implementation of public outreach programs designed to foster a greater public understanding and acceptance of the Bureau's multiple use program in western Oregon.

Emphasis in 1990 will be on program support for development of western Oregon Resource Management Plans (RMPs) for the 1990s.

**O&C Recreation Management Workload Accomplishments**

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base and Estimate |
|---|---|---|---|
| Inventory (000's acres) | 24 | 23 | 21 |
| Activity plans (#) | 2 | 3 | 5 |
| Permits (#) | 110 | 118 | 115 |
| Visitors services (8-hr. patrol) | 318 | 168 | 175 |
| Protection projects (#) | 4 | 4 | 6 |

**SOIL, WATER AND AIR MANAGEMENT**

**Objectives**

The objectives of the soil, water and air management program are to:

- Provide management with baseline inventory data on soil and water resources including information on soil capabilities, suitabilities, behavior and use limitations;

- Develop criteria and guidance for mitigating measures required so that forest resource utilization and development will not unnecessarily reduce soil productivity and water quality;

- Provide management with information on air quality, climatology and meteorology;

- Monitor water and air quality (i.e., acid rain, visibility) and evaluate conditions to ensure that Bureau activities and non-Bureau activities are not negatively impacting water or air quality; and

- Take necessary actions to ensure activities are in compliance with National and State laws and regulations.

**1990 program**

The goals of this program are to fulfill provisions of the O&C Act which requires management of O&C lands for permanent forest production, including protection of watersheds and regulation of stream flow. The program is also guided by Executive Order 12088, and BLM is actively involved in Federal and State programs for smoke management, acid rain monitoring, and non-point source water quality problem identification and monitoring.

The benefits of the program accrue mainly to the resources and include:

- Maintaining and increasing the soil's capability to produce timber and related products;

- Ensuring that timber sale plans and sites are in compliance with relevant laws and regulations; and

- Maintaining site productivity through on-site water management and design of water control facilities, i.e., bridges and culverts, so as not to jeopardize the forest road system.

An emphasis in the 1990 workload will be on program support for development of western Oregon Resource Management Plans (RMPs) for the 1990s. Increased watershed monitoring will be offset by a decrease in soil surveys. Monitoring is expected to increase as a result of completion of the decadal planning effort and the start of implementation of the watershed recommendations and the need for soil surveys is diminishing.

**O&C Soil, Water and Air Workload Accomplishments**

The planned workload accomplishments for 1988, 1989 and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Activity plans (#) | 2 | --- | 1 | 1 | --- |
| Soil survey (000's acres) | 112 | 65 | 65 | 60 | -5 |
| Water right documentation (#) | 8 | 2 | 1 | 1 | --- |
| Air monitoring (# stations) | 5 | 5 | 6 | 6 | --- |
| Watershed monitoring (# stations) | 43 | 57 | 54 | 62 | +8 |
| Watershed improvements (#) | 22 | 24 | 22 | 22 | --- |

## WILDLIFE AND FISHERIES HABITAT MANAGEMENT

**Objectives**

The objectives of the wildlife and fisheries habitat management program in western Oregon are to:

- Improve anadromous fisheries habitat consistent with BLM's Fish and Wildlife 2000 program and the report on Anadromous Fish Habitat Management;

- Comply with the Endangered Species Act (ESA) by implementing stipulations to avoid impacts of proposed actions on threatened or endangered (T/E) species, consult with the Fish and Wildlife Service (FWS) when there is an initial determination that an action may affect any T/E species and to aid in the recovery of T/E species;

- Comply with Executive Orders No. 11988 and No. 11990 by developing stipulations, mitigation, or other procedures for minimizing or avoiding adverse impacts of proposed actions on wetland or riparian habitat.

**Base program**

The BLM wildlife and fisheries habitat management program maintains and improves wetland, riparian, aquatic, and terrestrial habitats for fish and wildlife species and T/E plant and animal species occurring on the Public Lands in western Oregon.

In 1988, a strategic plan for the BLM's wildlife and fisheries program *(Fish and Wildlife 2000)* was completed which describes goals and objectives for more efficient management of fish and wildlife resources, and also outlines the direction of the BLM's efforts between now and the year 2000. Under the program for the future, program goals and objectives are identified for three major components: Wildlife Habitat Management, Fisheries Habitat Management, and T&E Species Habitat Management. The Fish and Wildlife 2000 Plan defines the program according to these manageable categories and also provides a focus for the entire program, while the specific objectives listed relate directly to the O&C lands.

One of the most valuable resources in western Oregon is its stream habitat for anadromous fish. In recent years, however, the production of wild coho salmon has declined. This has resulted in a shortened fishing season, adverse economic effect on commercial fisheries and coastal communities, and loss of sport fishing opportunities. Beginning in 1986, additional funding to support the Anadromous Fish Habitat Enhancement Plan has allowed BLM to increase stream improvement projects, intensify monitoring studies, and initiate a planning effort on a 5-year program to improve stream habitat for anadromous fisheries. The base program for 1990 provides funds for only about one half of the scheduled implementation needs as identified in the annual schedule in the 5 year plan.

The types of improvement projects include opening of blocked streams to remove obstacles to fish passage and to provide better spawning and rearing areas to improve fish survival rates. Specific practices include log jam removal, gravel for replacement in spawning areas, and placement of instream structures to enhance spawning and rearing areas, and to improve fish passage. These efforts are also part of BLM's role in an interagency cooperative effort with the State Coho Salmon Enhancement Program.

Benefits of the wildlife and fisheries habitat management program include providing wildlife habitat for a variety of consumptive and nonconsumptive uses by the general public. The wildlife program provides the timber management program with the required biological expertise to implement Federal laws such as the ESA, Sikes Act, Migratory Bird Treaty Act, and the Wetlands and Water Quality Executive Orders, and thus, facilitate an orderly, effective and environmentally sound timber management program. Inventories are conducted to identify and quantify the habitat of terrestrial, aquatic, wetland, and T/E species, into various condition classes and needs. Research is conducted on species such as the spotted owl, to facilitate overall management of the western Oregon forests. The base funding level would provide for some continued spotted owl research and monitoring of the species to determine if management actions are producing the intended results.

**Spotted Owl**

The northern spotted owl which inhabits old growth forests is the subject of special management, monitoring and research to ensure its population viability.

The BLM signed a formal agreement with the State of Oregon Department of Fish and Wildlife on December 22, 1987 to protect 110 spotted owl sites, each site being approximately 2,000 acres in size. This agreement is in effect until the 1990's Resource Management Plans are completed, which will establish the long-range objectives for spotted owl habitat. We have an intensive monitoring plan to track spotted owl activity on all 110 sites and are accomplishing the protection of these sites through scheduling timber harvest away from these areas until the 1990's plan is implemented. The 1990's plan will spell out what action is to be taken at that time.

**Increase from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 2,883 | 2,968 | +85 |
| FTE | (55) | (55) | (---) |

The 1990 estimate is an increase of $85,000. The increase will be used to partially fund the annual incremental needs of the 5-year anadromous fish program. This increased level of funding would provide for the completion of 2 additional projects as well as some monitoring of 10 additional habitat plans. Projects with the highest B/C ratios will be accomplished within the list of priority projects. These projects average about 3:1 in benefit:cost and consist primarily of instream structures for the purpose of improving or providing new habitat areas for anadromous fish spawning and rearing. A small decrease in maintenance and inventory will be made so that efforts can be intensified in the monitoring of existing plans in order to verify that planned objectives are being met.

## O&C Wildlife Habitat Workload Accomplishments

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Inventory (000's acres) | 129 | 11 | 25 | 20 | -5 |
| Activity plans (#) | 6 | --- | --- | --- | --- |
| Monitoring (# plans monitored) | 280 | 171 | 109 | 119 | +10 |
| Development projects (#) | 8 | 13 | 15 | 17 | +2 |
| Maintenance projects (#) | 24 | 29 | 27 | 22 | -5 |

**Distribution of change by object class**

The object class detail for the proposed increase of $85,000 is as follows:

| | FTE | Amount |
|---|---|---|
| | --- | |
| Printing and reproduction | | $ 1,000 |
| Other services | | 68,000 |
| Supplies and materials | | 15,000 |
| Equipment | | 1,000 |
| Total | | $85,000 |

**Activity:** Western Oregon Resources Management
**Subactivity:** Fire Protection

*(dollars in thousands)*

| | | 1989 Enacted | 1990 Base | 1990 Estimate 1/ | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|---|
| Budget Year Fire Program | $ | 2,293 | 2,294 | --- | -2,293 | -2,294 |
| | FTE | (7) | (7) | (7) | (---) | (---) |

**Objective**

The objective of the fire protection program is to protect BLM administered lands in western Oregon from damage by fire.

**Base Program**

The 1990 base program is $2,294,000 and 7 FTE. The program consists of fire protection on 2,375,700 acres, at a 1990 estimated contract cost of $2,235,000, as well as attendant contract administration and overall fire protection program management.

Actual fire protection for all lands under BLM jurisdiction in western Oregon is provided by the Oregon State Department of Forestry under a contract with BLM. The existence of the State protection organization makes it unnecessary for BLM to establish and maintain its own fire suppression organization in western Oregon.

The current 5-year average of fire occurrence in western Oregon, which is significantly higher than the "normal" historical average due to the extensive increase resulting from the 1987 fire season, is as follows:

| | |
|---|---|
| 36 | human-caused fires annually |
| 64 | lightning-caused fires annually |
| 10,041 | acres burned annually |
| 503 | total fires in the past 5 years |

**Increase from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 2,294 | [2,455] 2/ | [+161] |
| FTE | (7) | (7) | (---) |

1/ The 1990 Budget Estimate includes the legislative proposal which would provide budget year funding for all BLM fire program activities including Western Oregon Fire Protection from a new permanent, indefinite account (Federal Wildland Firefighting). A complete description of the BLM program under the proposed permanent, indefinite account is presented following "Emergency Operations" in the Management of Lands and Resources appropriation.

2/ In the absence of the legislative proposal, the 1990 Estimate for Fire Protection would be $2,455,000 an increase of $162,000 from the 1989 enacted level and an increase of $161,000 from the base.

In the absence of the legislative proposal to fund all fire program costs from a permanent, indefinite account, the 1990 estimate would be an increase of $161,000. The increase is necessary: to cover the annual costs of the fire protection contract with the Oregon State Department of Forestry, which is expected to increase in 1990; and for related administration and management of the timber protection program, which has increased in both size and complexity. Contract costs with Oregon State Department of Forestry are expected to increase from $2.0 million to $2.115 million in 1990.

**Distribution of change by object class**

The object class detail for the proposed increase of $161,000 is as follows:

| | FTE | Amount |
|---|---|---|
| Travel and transportation of persons | --- | $ 5,000 |
| Transportation of things | | 6,000 |
| Printing and reproduction | | 2,000 |
| Other services | | 121,000 |
| Supplies and materials | | 20,000 |
| Equipment | | 7,000 |
| Total | | [$161,000] |

**Distribution of change by objects class 1/**

The object class detail for the proposed decrease of $2,294,000 is as follows:

| | FTE | Amount |
|---|---|---|
| Transportation of Persons | --- | $ 50,000 |
| Transportation of Things | | 49,000 |
| Rent, Communications, and utilities | | 45,000 |
| Other Services | | 2,100,000 |
| Supplies and Materials | | 50,000 |
| Total | | $2,294,000 |

1/ Results from the legislative proposal to create a new permanent, indefinite account that will fully fund the BLM's entire Federal Wildland Firefighting program.

Activity: Western Oregon Resources Management
Subactivity: Resource Management Planning

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 3,395 | 3,412 | 1,115 | -2,280 | -2,297 |
| FTE | (50) | (50) | (10) | (-40) | (-40) |

**Objectives**

The objectives of the western Oregon resource management planning program are to:

- Develop land use plans that allocate land uses, timber resources, and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and national program priorities, including maximum consistency with State and local land use and resource management plans, programs, and policies;

- Adjust land use allocation and management direction through land use plan amendments to respond to new issues, problems or opportunities that arise between the regularly scheduled (10-year) plan revision cycles;

- Maintain existing land use plans and supporting inventories by incorporating available information from timber sales, ongoing environmental analyses, and public input; and

- Provide an effective and efficient forum for public input into management decisions to balance resource capabilities, national guidance, regional and local concerns.

**Base program**

The base program for resource management planning is $3,412,000 and 50 FTE. Land use planning is mandatory on all Public Lands and is an integral part of decadal recomputation of allowable timber harvest levels for western Oregon lands.

BLM planning regulations and policy require a full interdisciplinary team for the entire sequence of steps in the planning process. The composition of the team is determined by the District Manager after receiving public input on planning issues. The process requires skills and expertise in forestry, botany, wildlife, biology, soils science, hydrology, geology, recreation management, landscape architecture, archaeology, public participation techniques, computer programming, and cartography. The District Managers and involved Area Managers are committed to the development of planning criteria, proposed alternatives, and selection of the preferred alternative(s). State office staff specialists provide guidance, quality reviews, and technical support. The State Director and appropriate State office staff specialists are involved in the selection of the preferred alternative, and the State Director must concur with the final planning decision.

The current land use plans in western Oregon have been in place since the early 1980's. In 1986, efforts began on the development of new land use plans for the decade of the 1990's. These new plans, for all of the lands in western Oregon will deal with the numerous major resource management issues such as old growth management, spotted owls, allowable cut, anadromous fish, etc., and are scheduled for completion in 1991. These plans will guide the management of the BLM administered lands in western Oregon for the decade of the 1990's.

In 1987, the Bureau developed a Geographic Information System (GIS) and Western Oregon Digital Data Base (WODDB) related to the initiation of new western Oregon resource management plans (RMP's) (see Western Oregon Information and Resource Data Systems for additional information). In 1988, work was focused on the initiation of the new RMP's that will ultimately provide land-use and other parameters for the 1990's decadal timber management plans. In 1989, there is a major workload in the planning schedule with considerable effort going into the development and analysis of alternatives. The process of selection of the recommended alternative and plan decision will occur in 1990 and will be completed in 1991.

The complex issues associated with RMP development require the application of current technology, not only to meet the planning schedule, but also to evaluate an enormous quantity of technical resource data and to assist managers in the resource allocation process for the various alternative management scenarios involved.

The WODDB and GIS systems provide the technical capability to digitize and map on a computer system, the complex and diverse resource information necessary for effective resource management. This information is stored so that it can be retrieved for later evaluation, analysis, and application (e.g., the examination of alternative resource allocation decisions, and the potential impacts or consequences of these choices in the RMP).

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 3,412 | 1,115 | -2,297 |
| FTE | (50) | (10) | (-40) |

The 1990 estimate is a decrease of $2,297,000 and 40 FTE. This decrease is a reflection of the reduction in planned workload as indicated in the planning schedule. 1989 will be the peak year of workload involvement in the process of completing the decadal resource management plans for the 5 western Oregon BLM Districts. The main workload in 1990 will involve completion of the alternatives analysis, decisions on selection of the preferred alternatives and preparation of the draft RMP and final draft EIS including receiving and incorporating public comment and preparing the final documents. The plans are scheduled for final approval and implementation in 1991. The 1990 workload is less complex and labor intensive than the 1989 workload, therefore the decrease is possible.

**Distribution of change by object class**

The object class detail for the proposed decrease of $2,297,000 and 40 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 40 | $ 1,200,000 |
| Personnel benefits | | 240,000 |
| Travel and transportation of persons | | 95,000 |
| Transportation of things | | 50,000 |
| Printing and reproduction | | 200,000 |
| Other services | | 407,000 |
| Supplies and materials | | 80,000 |
| Equipment | | 25,000 |
| Total | | $ 2,297,000 |

## Activity Summary

**Activity: Western Oregon Information and Resources Data Systems**

*(dollars in thousands)*

| Subactivity | 1988 Actual B.A. | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Data Systems Operation and Management | 1,366 | 412 | 414 | 860 | +446 |
| Resource Data Acq. and Management | 220 | 213 | 214 | 214 | --- |
| Total | 1,586 | 625 | 628 | 1,074 | +446 |

## Justification of Program and Performance

**Activity:** Western Oregon Information and Resource Data Systems
**Subactivity:** Data Systems Operation and Management

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 412 | 414 | 860 | +448 | +446 |
| FTE | (5) | (5) | (7) | (+2) | (+2) |

**Objective**

The objective of the Data Systems Operation and Management Program is to provide for the continued development and operation of an automated data information system in an effective and efficient manner to support the Bureau's management program in western Oregon.

**Base program**

The 1990 Base program level is $414,000 and 5 FTE. Several data bases are maintained in support of western Oregon resource management needs. The majority of these data bases relate directly to timber management and development program actions.

Forest inventory and associated data are maintained and analyzed for trends on timber growth, yield, age and stocking, and are subsequently used to determine allowable cut levels for timber sales. Tree improvement data are maintained for BLM seed orchards, including progeny plantations. Data are maintained for genetically superior trees, orchard clones, progeny test sites, seed inventory, and pollen inventory. These data are eventually used in decisions relating to reforestation of harvested commercial forest land. In-place inventory data bases are maintained to identify forest changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.

Timber sale data are maintained to appraise the value of timber offered for sale. The data are continuously analyzed to predict sale values and changes in market conditions. The data provide monitoring of sales to small and large businesses for set-aside sales through Small Business Administration requirements. Active timber sale contract data are maintained for the purpose of predicting O&C receipts and payments to the counties under the O&C formula. The collection and retrieval of the data is funded from the forest management subactivity while the operation and maintenance of data systems is funded by this subactivity.

In 1987, the O&C data management effort to support preparation of new RMPs for western Oregon timber lands was initiated with an increase of $250,000 for purchase of ADP equipment for the Western Oregon Geographic Information System (GIS) and Western Oregon Digital Data Base (WODDB) development. These systems provide for complete data management integrated with computerized mapping which provides for a total display of available information on a given parcel for effective multiple resource management. In that same year, $1,350,000 was appropriated to the Geological Survey (GS) to support the western Oregon GIS effort. GS subsequently transferred $1,074,000 to BLM for the completion of base maps and to begin the digitizing of resource overlays that are now being used in developing the new resource management plans. Delays in transferring

funds and contractor defaults have resulted in higher than planned costs in order to maintain the original schedule. The developmental phase of the western Oregon GIS system should be completed by the end of 1989. In 1990 the focus will be the actual use of the GIS system to provide indepth analysis of land-use alternatives and the eventual selection of the preferred alternative in each of the land use plans.

The WODDB system, which utilizes GIS, will enable field managers in the 20 BLM resource areas in western Oregon to do a much more effective job of managing the complex issues and programs on the 2.5 million acres of timberland in their jurisdiction. The 41 base map and resource data themes in the system will provide the analytical tools to develop the decadal resource management plans and other resource management activities into the end of the century.

ADP systems for western Oregon have been designed through a coordinated effort of users and computer systems specialists. A combination of expertise is required, including technical expertise in the subject matter field -- inventory foresters, silviculturists, geneticists, biometricians, and timber appraisal specialists in addition to the ADP technical expertise of programmers, computer specialists, and systems analysts.

**Increase from 1990 Base**

| | *(dollars in thousands)* | | |
|---|---|---|---|
| | 1990 Base | 1990 Estimate | Difference |
| $ | 414 | 860 | +446 |
| FTE | (5) | (7) | (+2) |

The 1990 estimate is an increase of $446,000 and 2 FTE. This increase will provide for the contract maintenance of WODDB and for general support of the entire system.

These additional maintenance needs are comprised of $240,000 for contract maintenance and $206,000 for BLM support. Contractor support activities include performing data updates to maintain the data base; user support and training; computer operations; configuration management of GIS equipment and software; and data base administration. BLM support will assist users in processing the western Oregon Resource Management Plans; GIS operations; data base management; GIS program management; and maintenance of the digital base data. This maintenance is critical since the data will be used for daily timber management activities such as road layout and design, timber sales, monitoring, etc., throughout the next decade.

The capabilities available to managers through the use of GIS technology will allow analysis of the data and alternatives more effectively. Once the data are captured and stored in the system, the system makes it readily useable throughout the life of the RMP and easier to update and maintain. Accurate and up-to-date data is essential for effective multiple-use resource management especially in these times of high public interest and conflicting values.

**Distribution of change by object class**

The object class detail for the proposed increase of $446,000 and 2 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 2 | $ 60,000 |
| Personnel benefits | | 12,000 |
| Other services | | 340,000 |
| Supplies and materials | | 16,000 |
| Equipment | | 18,000 |
| Total | | $446,000 |

**Activity:** Western Oregon Information and Resource Data Systems
**Subactivity:** Resources Data and Acquisition

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 213 | 214 | 214 | +1 | --- |
| FTE | (4) | (4) | (4) | (---) | (---) |

**Objectives**

The objectives of the resource data acquisition and management subactivity in western Oregon are to:

- Improve the resource management decision making by acquiring and automating resource data;
- Utilize geographic information technology in support of BLM's timber management and other forest resource programs;
- Produce accurate mapping necessary for resource management;
- Process data using established remote sensing techniques in support of BLM field operations.

**1990 Program**

The 1990 program level of $214,000 and 4 FTE and will fund the resource data acquisition and management support including new base mapping and high altitude photography needs for BLM western Oregon lands and resources. Existing GIS technology will be used for the automation of the resources data. Additional information on this program is included in the justification of the Resource Data Acquisition subactivity in the "Management of Lands and Resources" Appropriation section.

## Activity Summary

**Activity:** Western Oregon Facilities Maintenance

*(dollars in thousands)*

| Subactivity | 1988 Actual B.A. | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Facilities Maintenance | 1,478 | 1,467 | 1,476 | 1,562 | +86 |
| Transportation Systems Maintenance | 2,326 | 2,188 | 2,203 | 2,203 | --- |
| Total | 3,804 | 3,655 | 3,679 | 3,765 | +86 |

**Activity:** Western Oregon Facilities Maintenance
**Subactivity:** Facilities Maintenance

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 1,467 | 1,476 | 1,562 | +95 | +86 |
| FTE | (26) | (26) | (27) | (+1) | (+1) |

**Objectives**

- Protect the capital investment in BLM-owned buildings, recreation sites and utility systems in western Oregon, and ensure safe, efficient, convenient and functional compatibility to the general public and BLM personnel throughout the facilities' intended design life.

**Base program**

The 1990 base program is $1,476,000 and 26 FTE. The types of facilities maintained vary from district office buildings to tree seed extractories and a greenhouse for seedling production. Base funding also provides services to recreation sites such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and maintaining facilities on the 53 developed recreation complexes and 65 undeveloped sites in western Oregon.

Specific implementation strategies in priority order include:

- Perform annual inspection of all buildings, developed recreation sites and utility systems, and identify and establish schedules for needed repairs;

- Perform scheduled preventive maintenance and immediate emergency response to any breakdowns involving water and sewer systems to assure that public and employees health standards are maintained as required by law;

- Perform scheduled preventive maintenance to buildings and recreation facilities to ensure their minimum continued support of resource management programs;

- Perform needed repairs on buildings and sites to bring them up to good condition; and

- Operate and maintain developed recreation facilities to allow healthful and safe enjoyment and use of the site by the public.

The following table displays the facilities included in the maintenance schedule:

| Type of Facility | Number | Size |
|---|---|---|
| Office Buildings | 13 | 170,546 sq. ft. |
| Warehouses | 42 | 107,913 sq. ft. |
| Materials storage buildings | 28 | 9,213 sq. ft. |
| Fuel tanks | 74 | 115,120 gal. |
| Radio/repeater buildings | 5 | 4,027 sq. ft. |
| Special use tree seed orchard buildings | 12 | 53,969 sq. ft. |
| Eqpt & vehicle shop buildings | 26 | 46,781 sq. ft. |
| Sites/wareyards/grounds | 37 | 937.4 acres |
| Water systems | 14 | --- |
| Pumphouses | 12 | 1,569 sq. ft. |
| Sewer systems | 7 | --- |
| Electrical systems | 5 | --- |
| (Recreation Sites) | | |
| Developed campsites (# of family units) | 702 | |
| Developed picnic sites (# of family units) | 682 | |
| Undeveloped picnic sites (#) | 65 | |
| Water systems (#) | 40 | |
| Sewer systems (#) | 24 | |
| Trails within recreation sites (miles) | 19 | |
| Signs (#) | 90 | |

All developed facilities are scheduled to receive preventative maintenance each year to maintain health and safety standards and to protect the capital investment. Painting and structural maintenance is accomplished on an as-needed basis.

The recreation facilities are provided to meet the requirements of the O&C Act for recreation as a facet of forest land management. Having recreation use concentrated in specific, defined manageable areas reduces conflicts with other resource management activities.

A combination of labor sources is used to accomplish the annual workload and meet the stated objectives including BLM laborers and recreation technicians, contract, volunteer and user participation.

Increase from 1990 Base

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 1,476 | 1,562 | +86 |
| FTE | (26) | (27) | (+1) |

The 1990 estimate is an increase of $86,000 and 1 FTE. Almost one-half of the proposed increase will provide the BLM with additional capability to accomplish the required annual preventive maintenance on additional recreation facilities in western Oregon. Preventive maintenance will be based upon the site rating and ranking system established by the Oregon State Office. The remaining one-half of the increase will be utilized on corrective building maintenance in order to prevent deterioration.

**Distribution of change by object class**

The object class detail for the proposed increase of $86,000 and of 1 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 1 | $30,000 |
| Personnel benefits | | 6,000 |
| Travel and transportation of persons | | 2,000 |
| Transportation of things | | 2,000 |
| Other services | | 40,000 |
| Supplies and materials | | 6,000 |
| Total | | $86,000 |

## Justification of Program and Performance

| | |
|---|---|
| Activity: | Western Oregon Facilities Maintenance |
| Subactivity: | Transportation Systems Maintenance |

*(dollars in thousands)*

| Program Element | | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|---|
| BLM | $ | 1,888 | 1,903 | 1,903 | +15 | --- |
| | FTE | (30) | (30) | (30) | (---) | (---) |
| Federal Hwy. Administration | $ | 300 | 300 | 300 | --- | --- |
| | FTE | (---) | (---) | (---) | (---) | (---) |
| Total Requirements | $ | 2,188 | 2,203 | 2,203 | +15 | --- |
| | FTE | (30) | (30) | (30) | (---) | (---) |

**Objective**

The objective of the transportation maintenance program (which is funded through a combination of this current appropriations and a permanent appropriation) is to maintain the BLM's western Oregon road, trail and airstrip system in the condition needed for:

- o proper land and resource management;
- o the safe and efficient transport of forest products from the forest to the milling, manufacturing or loading facility; and
- o safe access to forest lands for the forest industry, BLM personnel, and the general public.

### BUREAU OF LAND MANAGEMENT

**1990 program**

The 1990 program level is $1,903,000 and 30 FTE. The BLM is responsible for maintaining a total network of approximately 13,484 miles of road and 90 miles of trail in western Oregon. Approximately 60 miles of trail are maintained each year; however, the maintenance schedule for roads varies each year, according to actual timber harvest activity and weather damage.

The basic road maintenance schedule plans for yearly maintenance on 4,800 to 5,000 miles of primary timber haul road and for maintenance on an as-needed basis, for those parts of the secondary system that receive higher than normal use, or which have sustained damage from natural causes. Maintenance includes the inspection and maintenance of 360 bridges and structures that are an integral part of the road system.

Maintenance of the road system is performed primarily by BLM crews plus contracts for materials such as asphalt, aggregate, fuels, culverts, equipment, and supplemental equipment rental. Heavy equipment operators skilled in road maintenance work are required along with the transportation engineering experts knowledgeable in timber management practices, and other resource management needs for transportation facilities.

Road maintenance is also accomplished by timber purchasers during active timber sales under the terms of the sale contract, and by agreement with adjoining landowners such as timber companies and other governmental agencies, primarily counties.

Commercial users of BLM roads are assessed a road maintenance fee. Funds collected in maintenance fees each year become a part of the total funds available for road maintenance through a permanent appropriation to BLM for road maintenance. In 1990, the amount estimated to be available from the permanent appropriation is $7.0 million. This would provide a total of $8.9 million for road maintenance work. The total of current and permanent appropriation amounts is planned for use to accomplish the total maintenance workload.

O&C Transportation Maintenance Workload Accomplishments

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows (includes accomplishments for permanent appropriations):

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Road Maintenance (miles) | 6,850 | 5,550 | 5,500 | 5,500 | --- |
| Trail Maintenance (miles) | 60 | 60 | 60 | 60 | --- |
| Bridge Maintenance (#) | 125 | 35 | 35 | 35 | --- |

FEDERAL HIGHWAY ADMINISTRATION (FHWA)

**1990 program**

The 1990 program level is $300,000. The FHWA provides road surfacing aggregate (crushed rock) to BLM for use in the Bureau's road maintenance program. The amount of aggregate obtained from FHWA varies each year according to the amount of maintenance required as a result of road use and weather damage. The FHWA also provides bridge inspection and load rating services.

The funds for this work are transferred from BLM to FHWA each year in accordance with the provisions of the appropriations language for "O&C Grant Lands."

## Activity Summary

**Activity: Western Oregon Construction and Acquisition**

*(dollars in thousands)*

| Subactivity | 1988 Actual B.A. | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Construction | 527 | 150 | 151 | 151 | --- |
| Acquisition | 276 | 300 | 302 | 302 | --- |
| Total | 803 | 450 | 453 | 453 | --- |

**Activity:** Western Oregon Construction and Acquisition
**Subactivity:** Construction

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 150 | 151 | 151 | +1 | --- |
| FTE | (3) | (3) | (3) | (---) | (---) |

**Objectives**

The objectives of the Western Oregon construction program are as follows:

- Construct those buildings necessary to support resource management programs, and to replace deteriorating and inefficient facilities. Some specific projects which have been constructed in the past include tree seed orchard buildings, timber sale road maintenance shops and district office complexes.;

- Develop recreation facilities on O&C related lands which are easy to maintain, provide for visitor health and safety, and meet visitor demand; and

- Provide a safe and energy-efficient transportation system for access to the western Oregon lands for management, protection, and utilization of the timber, range, wildlife, mineral, and recreation resources. This includes roads, trails, airstrips, and related appurtenances such as bridges and signs.

**1990 program**

The 1990 program level is $151,000 and 3 FTE. This level supports the western Oregon management program by providing transportation planning and survey and design work for access roads. Specifically, the program provides for:

- Developing and maintaining transportation plans.

- Designing access roads to areas for general resource management purposes and for timber operations where there is insufficient merchantable timber value in the area to construct the road under the terms of a timber sale contract. Generally, these are areas where access is needed for stand improvement of second-growth timber; for commercial thinning; or to allow utilization of marginal value timber.

- Designing access roads to merchantable timber areas where the road construction work is relatively difficult or will involve more complex operations than the average timber purchaser would normally have equipment and labor skills to accomplish. This would include projects involving large amounts of rock excavation, difficult rock quarry and crushing operations, large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.

No construction projects are proposed for funding in 1990.

## Western Oregon Construction Workload Accomplishments

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measures | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Sign installation (#) | 200 | 170 | 150 | 150 | --- |
| Transportation plans (#) | 5 | 4 | 4 | 4 | --- |

## Justification of Program and Performance

**Activity:** Western Oregon Construction and Acquisition
**Subactivity:** Acquisition

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 300 | 302 | 302 | +2 | (---) |
| FTE | (6) | (6) | (6) | (---) | (---) |

**Objectives**

The objectives of the access acquisition program are as follows:

- Obtain and maintain legal access to western Oregon Lands under BLM administration for program management. Legal access must be provided to support the timber sale program; other forest management activities such as reforestation, thinnings, and fertilization; various other silvicultural activities; and other resource program management activities; and

- Obtain and maintain necessary legal access for the general public. Examples are access to developed recreation sites and to large tracts for extensive public uses such as hunting, fishing, etc.

**1990 program**

The 1990 program level is $302,000 and 6 FTE. Legal access for forest management may be provided by an easement or by a reciprocal road use agreement, while legal access for the general public is normally provided by an easement. Adequate lead time is necessary to obtain access in order to ensure that legal access is available when management actions are scheduled to take place. A lead time of 2 years or more may be needed, depending upon the complexity of the road system, the number of owners involved, the attitude of the owners, and the ultimate need to exercise the right of eminent domain.

Much of the property over which BLM is acquiring easements has been subdivided, causing the number of easements over the same land area to increase, due to the increase in number of landowners.

The primary benefits of the access acquisition program include:

- Providing continuous legal access so that intensive management practices can be applied wherever and whenever silvicultural needs dictate;

- Guaranteed access to all qualified bidders results in increased bid prices. In any given year, the cost of acquiring easements to guarantee access for all potential bidders only results in an average increase of 40 cents per MBF in the appraised timber sale price. The increased revenue produced greatly exceeds the cost of the entire access acquisition program. The exact quantification of this benefit is difficult to obtain because of the many factors which affect bid prices; and

- Providing continuous legal access to the public for full use and enjoyment of the Bureau managed lands in western Oregon.

Based upon existing resource management plans, an estimated 350,000 acres of public lands administered by the BLM in the O&C are unavailable for timber harvest or recreation use due to the lack of legal access. An estimated 885 easements would be needed to harvest 800 MMBF of timber and utilize 200,000 recreation use days annually.

The 1989 workload accomplishments are lower than 1988 due to a shift in areas of program emphasis because of the spotted owl injunction.

The 1990 program workload includes easement survey, negotiations, appraisals, acquisition of title evidence, and payment for use.

**Western Oregon Acquisition Workload Accomplishments**

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimated funding levels are as follows:

| Workload Measures | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Easements acquired (#) | 44 | 30 | 29 | 29 | --- |

Summary of Requirements by Object Class
(dollars in thousands)

Appropriation: Oregon and California Grant Lands

| | 1990 Base | | 1990 Estimate | | Inc. (+) or Dec. (-) | |
|---|---|---|---|---|---|---|
| | PTE | Amount | PTE | Amount | PTE | Amount |
| **Object Class** | | | | | | |
| 11. Personnel compensation: | | | | | | |
| 11.1 Permanent positions..... | 922 | 27993 | 917 | 27842 | -5 | -151 |
| 11.3 Positions other than permanent.... | 182 | 3551 | 181 | 3517 | -1 | -34 |
| 11.5 Other special compensation 1/..... | (20) | 942 | (20) | 947 | (0) | 5 |
| 11.8 Special personal services payments | | 60 | | 60 | | 0 |
| Total personnel compensation | 1104 | 32546 | 1098 | 32366 | -6 | -180 |
| **Other Objects** | | | | | | |
| 12.1 Personnel benefits..... | | 5932 | | 5896 | | -36 |
| 21.0 Travel and transportation of persons..... | | 883 | | 875 | | -8 |
| 22.0 Transportation of things..... | | 2414 | | 2620 | | 206 |
| 23.2 Rental payments to others..... | | 250 | | 250 | | 0 |
| 23.3 Communications, utilities, and miscellaneous charges..... | | 671 | | 710 | | 39 |
| 24.0 Printing and reproduction..... | | 265 | | 100 | | -165 |
| 25.0 Other services..... | | 13118 | | 14861 | | 1743 |
| 26.0 Supplies and materials..... | | 2483 | | 3000 | | 517 |
| 31.0 Equipment..... | | 1045 | | 1200 | | 155 |
| 32.0 Lands and structures..... | | 824 | | 824 | | 0 |
| Total Requirements | | 60431 | | 62702 | | 2271 |

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1/ Overtime PTE is not counted against personnel ceilings and is a non-add item.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS

(in thousands of dollars)

| | 1988 Actual | 1989 Est. | 1990 Est. |
|---|---|---|---|
| Enacted/requested: | | | |
| Budget authority..... | 58475 | 60000 | 65157 |
| Outlays..... | 57496 | 59465 | 63737 |
| Proposed for later transmittal under proposed legislation: | | | |
| Budget authority..... | 0 | 0 | -2455 |
| Outlays..... | 0 | 0 | -1817 |
| Total: | | | |
| Budget authority..... | 58475 | 60000 | 62702 |
| Outlays..... | 57496 | 59465 | 61920 |

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

| Identification code 14-1116-0-1-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Program by activities: | | | |
| 00.01 Western Oregon resources management | 55,859 | 55,270 | 59,865 |
| 00.02 Western Oregon information and resource data systems | 1,610 | 625 | 1,074 |
| 00.03 Western Oregon facilities maintenance | 3,950 | 3,655 | 3,765 |
| 00.04 Western Oregon construction and acquisition | 868 | 450 | 453 |
| 10.00 Total obligations | 62,287 | 60,000 | 65,157 |
| Financing: | | | |
| 17.00 Recovery of prior year obligations | -1,655 | --- | --- |
| 21.40 Unobligated balance available, start of year | -2,430 | -273 | -273 |
| 24.40 Unobligated balance available, end of year | 273 | 273 | 273 |
| 40.00 Budget authority (appropriation) | 58,475 | 60,000 | 65,157 |
| Relation of obligations to outlays: | | | |
| 71.00 Obligations incurred, net | 62,287 | 60,000 | 65,157 |
| 72.40 Obligated balance, start of year | 12,704 | 15,841 | 16,376 |
| 74.40 Obligated balance, end of year | -15,841 | -16,376 | -17,796 |
| 78.00 Adjustments in unexpired accounts | -1,655 | --- | --- |
| 90.00 Outlays | 57,496 | 59,465 | 63,737 |



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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

| Identification code 14-1116-0-1-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| BUREAU OF LAND MANAGEMENT | | | |
| Personnel compensation: | | | |
| 11.1 Full-time permanent | 25,831 | 27,635 | 27,746 |
| 11.3 Other than full-time permanent | 3,260 | 3,493 | 3,507 |
| 11.5 Other personnel compensation | 879 | 938 | 942 |
| 11.8 Special personal services payment | 54 | 60 | 60 |
| 11.9 Total personnel compensation | 30,024 | 32,126 | 32,255 |
| 12.1 Civilian personnel benefits | 5,242 | 5,802 | 5,886 |
| 21.0 Travel and transportation of persons | 788 | 800 | 850 |
| 22.0 Transportation of things | 2,582 | 2,200 | 2,600 |
| 23.2 Rental payments to others | 246 | 250 | 250 |
| 23.3 Communications, utilities, and miscellaneous charges | 694 | 600 | 700 |
| 24.0 Printing and reproduction | 97 | 100 | 100 |
| 25.0 Other services | 17,037 | 13,152 | 14,861 |
| 26.0 Supplies and materials | 3,225 | 2,800 | 3,000 |
| 31.0 Equipment | 1,619 | 1,200 | 1,200 |
| 32.0 Land and structures | 654 | 570 | 600 |
| 42.0 Insurance claims and indemnities | 10 | --- | --- |
| 92.0 Undistributed | --- | --- | 2,455 |
| 99.0 Subtotal, Bureau of Land Management | 62,218 | 59,600 | 64,757 |



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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

| Identification code 14-1116-0-1-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| FEDERAL HIGHWAY ADMINISTRATION | | | |
| Personnel compensation: | | | |
| 11.1 Full-time permanent | 22 | 95 | 96 |
| 11.3 Other than full-time permanent | 3 | 10 | 10 |
| 11.5 Other personnel compensation | --- | 5 | 5 |
| 11.9 Total personnel compensation | 25 | 110 | 111 |
| 12.1 Civilian personnel benefits | 5 | 10 | 10 |
| 21.0 Travel and transportation of persons | 10 | 25 | 25 |
| 22.0 Transportation of things | --- | 20 | 20 |
| 23.3 Communications, utilities, and miscellaneous charges | --- | 10 | 10 |
| 25.0 Other Services | 29 | --- | --- |
| 32.0 Land and structures | --- | 225 | 224 |
| 99.0 Subtotal, Federal Highway Administration | 69 | 400 | 400 |
| 99.9 Total obligations | 62,287 | 60,000 | 65,157 |
| Obligations are distributed as follows: | | | |
| Interior--Bureau of Land Management | 62,218 | 59,600 | 64,757 |
| Transportation--Federal Highway Administration | 69 | 400 | 400 |

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

| Identification code 14-1116-0-1-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| BUREAU OF LAND MANAGEMENT | | | |
| Total number of full-time permanent positions | 886 | 922 | 917 |
| Total compensable workyears: Full-time equivalent employment | 1,062 | 1,104 | 1,098 |
| Full-time equivalent of overtime and holiday hours | 20 | 20 | 20 |
| Average GS grade | 9.30 | 9.30 | 9.30 |
| Average GS salary | 28,843 | 29,874 | 30,180 |
| Average salary of ungraded positions | 29,499 | 30,553 | 30,866 |
| FEDERAL HIGHWAY ADMINISTRATION | | | |
| Total number of full-time permanent positions | 2 | 3 | 3 |
| Total compensable workyears: Full-time equivalent employment | 2 | 4 | 4 |
| Average GS grade | 9.30 | 9.30 | 9.30 |
| Average GS salary | 28,843 | 29,874 | 30,180 |
| Average salary of ungraded positions | 29,499 | 30,553 | 30,866 |

TU: 1961-1 - 91-56 (5-63)

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS

(Proposed for later transmittal, proposed legislation)

Program and Financing (in thousands of dollars)

| Identification code 14-1116-2-1-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Program by activities: | | | |
| 00.01 Western Oregon resources management | --- | --- | -2,455 |
| 10.00 Total obligations (object class 92.0) | --- | --- | -2,455 |
| Financing: | | | |
| 40.00 Budget authority (appropriation) | --- | --- | -2,455 |
| Relation of obligations to outlays: | | | |
| 71.00 Obligations incurred, net | --- | --- | -2,455 |
| 74.40 Obligated balance, end of year | --- | --- | 638 |
| 90.00 Outlays | --- | --- | -1,817 |

## APPROPRIATION SUMMARY STATEMENT

**(Proposed for Later Transmittal)**

**Appropriation: Federal Wildland Fire Fighting (Permanent, Indefinite)**

This permanent, indefinite, account for the management and operation of the Interior Department's wildland fire program is being proposed with the 1990 Budget to replace the current method of funding the Fire Management, Fire Presuppression, Firefighting, and Rehabilitation programs of the Bureau of Land Management, National Park Service, Fish and Wildlife Service, and Bureau of Indian Affairs. The financial aspects of this account will be administered by BLM for the Departmentwide program. A similar account is proposed for inclusion in the U.S. Forest Service (USFS) budget to cover that agency's fire costs.

This appropriation would eliminate the need for Section 102 authority wherein the Secretary may transfer funds from other Departmental no-year accounts for the presuppression and suppression of wildfire on or threatening Federal lands and for the emergency rehabilitation of burned lands. This would also eliminate the need to borrow funds from other accounts, such as the Land and Water Conservation Fund appropriations, to cover fire program costs, and would provide an adequate funding source for predictable fire operations (management, presuppression) which have historically been initially underfunded. Fire suppression and rehabilitation costs, which are unpredictable in many Interior bureaus by nature due to the varying degrees of the fire season's severity, would be covered in full because of the indefinite nature of the appropriation. Annual appropriation action would not be necessary since the appropriation would be permanent under the proposed legislation.

Funding for this account will come from the General Fund of the Treasury. Revenues collected under the Oregon and California Grant Lands Act of 1937, the Mineral Leasing Act of 1920 as amended and supplemented, and the Mineral Leasing Act for Acquired Lands of 1947, as well as timber and mineral receipts collected by USFS would be reduced by the estimated cost of this appropriation each year prior to any distribution of these receipts to the counties and States. This will partially offset the costs of Federal fire programs, which benefit states and counties.

**Appropriation: Federal Wildland Fire Fighting**

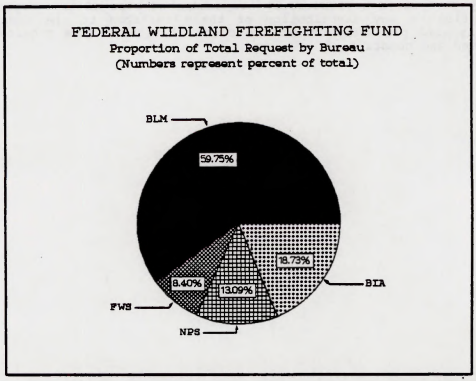
**Department of the Interior**

*(dollars in thousands)*

| Activity: | 1988 Actual B.A. | 1989 Enacted | 1990 Estimate |
|---|---|---|---|
| Fire Management | --- | --- | 23,869 |
| Presuppression | --- | --- | 74,131 |
| Fire Suppression | --- | --- | 61,450 |
| Emergency Rehabilitation | --- | --- | 7,050 |
| Total Requirements | --- | --- | 166,500 |

**Distribution of budget authority by bureau:**

| | |
|---|---|
| Bureau of land Management | 99,500 |
| Fish and Wildlife Service | 13,962 |
| National Park Service | 21,838 |
| Bureau of Indian Affairs | 31,200 |



## Authorization

(New authorizing legislation will be proposed by the Administration in January, 1989.)

**Objective**

**Department of the Interior**

The objectives of the wildland fire fighting program in the Department of the Interior are to:

- Suppress wildfire and to utilize prescribed fire to protect and enhance resources in order to preserve their capability to contribute toward meeting the resource, socio-economic and multiple-use needs of the nation;
- Give highest priority to preventing the disaster fire situation in which wildfire causes damages of such magnitude as to adversely affect management objectives or socio-economic conditions of an area;
- Consider wildfires, that threaten life, manmade structures, or are determined to be a threat to natural resources, as emergencies whose suppression will be given priority over other Departmental programs;
- Conduct wildland firefighting programs and prescribed fire activities consistent with bureau resource management and activity plan objectives; and
- Administer the prescribed and wildfire programs while ensuring compliance with the legal authorities under which the Department operates.

**New Appropriation Description**

Beginning in 1990, the President's Budget proposes to fund all Agriculture Department and Interior Department firefighting costs from two new permanent indefinite appropriations, one administered by each agency. The Interior account will be administered by the Bureau of Land Management provided that funds from this account shall be made available to the Fish and Wildlife Service, National Park Service, and Bureau of Indian Affairs for use in conducting fire programs according to plans and policies developed by these agencies. Proposed legislation will be transmitted to Congress to establish the two new appropriations accounts. The proposed legislation will also provide that an amount equal to the total estimated cost of fighting fires in a given year will be deducted from Federal timber and mineral receipts each year before the receipts are deposited in the Federal treasury or shared with States and localities. Projected 1990 spending from the new firefighting accounts will support the following activities:

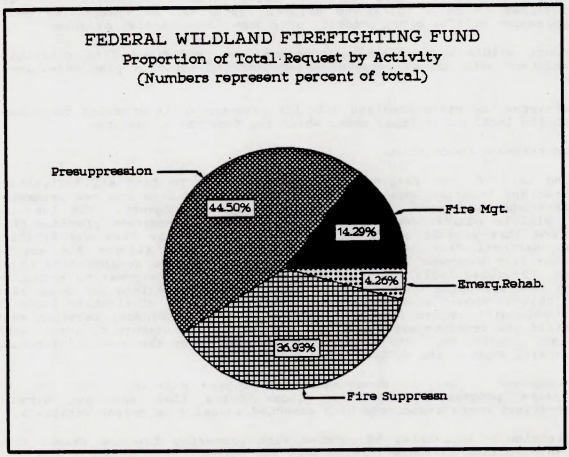
**Fire Management** - Overall management and program planning costs for the bureau fire program, particularly those costs that are not direct, level-of-effort costs associated with expected annual fire season workloads.

**Presuppression** - Activities associated with preparing for the annual fire season (e.g. hiring seasonal firefighters and purchasing equipment), and with reducing hazardous conditions (including costs of eliminating unnatural or hazardous levels of accumulated fuel, either by controlled fire or other means).

**Fire Suppression** - Costs of emergency suppression of wildfires, and of monitoring natural fires permitted to burn within pre-established fire prescription criteria.

**Emergency Rehabilitation** - Costs incurred to prevent land degradation, resource losses, and other situations caused by damage by fire, e.g:, by reseeding, felling damaged trees, etc.

For a description of the 1990 program and proposed accomplishments for other bureaus in the Department of the Interior refer to the "Federal Wildland Firefighting" narratives contained in the 1990 Budget Justifications of the Fish and Wildlife Service (Resource Management), National Park Service (Operation of the National Park System), and Bureau of Indian Affairs (Operation of Indian Programs). The narratives are located immediately following the base fire program narratives.



## Justification of Program and Performance

**Activity: Bureau of Land Management Fire Programs**

*(dollars in thousands)*

| Subactivity | | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|---|
| Fire Management | $ | 0 | 0 | 10,150 | +10,150 | +10,150 |
| | FTE 1/ | (---) | (---) | (---) | (---) | (---) |
| Presuppression | $ | 0 | 0 | 41,850 | +41,850 | +41,850 |
| | FTE | (---) | (---) | (---) | (---) | (---) |
| Suppression | $ | 0 | 0 | 42,500 | +42,500 | +42,500 |
| | FTE | (---) | (---) | (---) | (---) | (---) |
| Emergency Rehabilitation | $ | 0 | 0 | 5,000 | +5,000 | +5,000 |
| | FTE | (---) | (---) | (---) | (---) | (---) |
| Total Requirements | $ | 0 | 0 | 99,500 | +99,500 | +99,500 |
| | FTE 1/ | (---) | (---) | (---) | (---) | (---) |

### Bureau of Land Management

**Objectives**

The objectives of the wildland fire fighting program in the BLM are to:

- Implement the BLM's Fire Management Activity Plans (FMAP) which identify program objectives, equipment, facilities, personnel and support needs along with associated costs to perform fire management activities including fire protection, fire use, and fuels management. The current program includes:

  - providing the optimum mix of trained personnel, specialized equipment, logistical support, and communication systems to minimize the overall cost of wildfire in terms of suppression dollars, resource damages, and personal property and lives lost by detecting and suppressing all fires consistent with the resource management objectives and at the least suppression costs;

  - working with local, State, private and other Federal agencies to reduce the continuing increase in person-caused fires;

  - providing mutual assistance to other Federal and State agencies when wildland fires escape initial control efforts;

  - training and deploying a total of 107 smokejumpers during the strength of force (SOF) emergency presuppression period in Alaska and the Lower 48 States in order to move firefighters to remote locations before fires escape initial attack capability; and

  - having approximately 400 fire engines, 19 airtankers, 33 helicopters, and approximately 2,000 seasonal firefighters trained, equipped and deployed during the SOF period to initially attack the 10-year annual average of 2,700 fires that burn 964,000 acres on Bureau protected lands throughout Alaska and the western United States.

1/ FTE are carried in the MLR appropriation.

- Cooperate with other fire agencies by developing coordinated and mutually beneficial fire management systems;

- Detect potential lightning fires, monitor local weather with remote automatic stations and disseminate information to over 65 dispatch centers and other agencies to expedite fire suppression force deployment;

- Provide technical guidance and support for the use of fire as a management tool to enhance or attain resource management objectives;

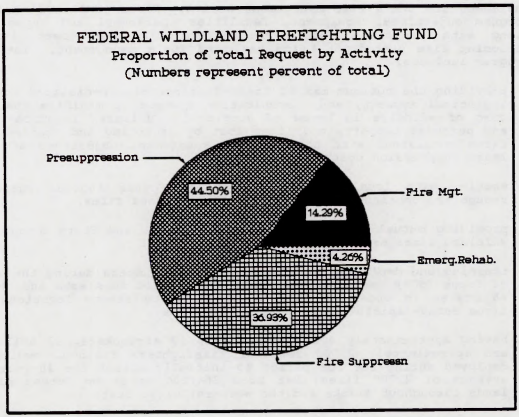
- Perform fuels management activities to reduce the cost of suppression and resource losses and to help meet resource management objectives;

- Provide the forces necessary to prevent, detect, attack, and suppress wildfires in order to protect the resource values, property and lives located on Public Lands or adjacent to public land;

- Provide immediate response in the form of personnel, aircraft, equipment or supplies to reduce the damage resulting from wildfires;

- Provide emergency rehabilitation on burned-over lands to prevent further damage and protect resource values for future productivity; and

- Provide fuels modification such as greenstripping in selected high fire occurrence areas to reduce the size and number of large fires and potential suppression costs.



**Program Operation and Proposed Accomplishments at the 1990 Estimate Level**

Proposed accomplishments for the Bureau of Land Management for each of the program elements in the new "Federal Wildland Firefighting" account are as follows:

**Fire Management ($10,150,000)** The fire management program shares the BLM mission to protect and enhance the natural resources of the Public Lands in order to preserve their multiple-use capability in meeting the Nation's resource requirements. As one part of the mission, BLM is responsible for protecting property and natural resources from the destructive effects of wildfire on the 344 million acres of both Public Land managed by BLM and other lands through cooperative agreement or mutual exchange. BLM carries out its fire management responsibilities on the Public lands and on some lands of other Federal and State agencies by providing direct suppression; by arranging cooperative protection exchanges with the Forest Service, Bureau of Indian Affairs, National Park Service, Fish and Wildlife Service, and some State agencies; and by entering into contracts with State and Federal agencies for protection of approximately 6 million acres of Public Land.

BLM maintains and operates a large, interagency fire support center at Boise, Idaho, in cooperation with the Forest Service, National Weather Service and other Interior agencies. This center, the Boise Interagency Fire Center (BIFC), provides logistic support by mobilizing and coordinating movement of fire suppression resources when local capability is exceeded and when the local agency requests assistance. The national fire cache for supplies and radios, the technical support for the Initial Attack Management System (IAMS), the BLM's equipment and fire science support groups and the BLM fire training development center are also housed at BIFC.

During the mid-1960's and early 1970's, BLM pursued a course which emphasized the need for increased efficiency in combating the "disaster fire." The culmination of this effort was achieving full operation of BIFC. By 1972, BLM had amended its priorities and also began to increase its detection and initial attack capability to complement its earlier efforts. The Bureaus Fire Management Planning System and the Initial Attack Management System (IAMS) scheduled for full implementation by 1991, are the main thrusts of the amended effort.

The BLM provides fire protection to all Department of the Interior lands in Alaska and to applicable Alaska Native lands through BLM's Alaska Fire Service (AFS). The cost of the basic Alaska Fire Service management program is $1,500,000. The area protected includes approximately 197 million acres. BLM receives reimbursement for a portion of AFS funding requirements from other agencies in the Department which benefit from the fire management program. Funding would be derived from the bureaus of the Department as follows:

| | |
|---|---|
| Bureau of Land Management | $1,000,000 |
| Fish and Wildlife Service | 340,000 |
| National Park Service | 150,000 |
| Bureau of Indian Affairs | 10,000 |
| Total, Alaska Fire Service | $1,500,000 |

The Initial Attack Management System (IAMS) is a computerized remote detection and fire predictive system that was designed by BLM to provide additional intelligence to fire managers so that they would more effectively perform fire detection, pre-positioning of forces and dispatch initial attack forces. If the opportunity exists to attack fires when they are small, under moderate to severe conditions the chances of successfully suppressing them with the initial attack force is high and results in the final suppression cost being significantly lower than if fires escape to project size. The basic IAMS system consists of 3 sub-systems as follows:

- An Automatic Lightning Detection System (ALDS) network;
- Remote Automatic Weather Station (RAWS) network; and
- The hardware and software linking the ALDS and RAWS with fire fuel data and fire behavior modeling features.

At the Estimate level, the IAMS basic computer software programming and the lightning detection network will be completed. Additionally, 47 RAWS stations would be purchased.

SCHEDULE OF IAMS COST AND SAVINGS

*(dollars in thousands)*

| | 1983 | 1984 | 1985 | 1986 | 1987 | 1988 | 1989 | 1990 | Outyears | Total |
|---|---|---|---|---|---|---|---|---|---|---|
| Phase I | 1,950 | | | | | | | | | 1,950 |
| Phase II | | | | 1,020 | 800 | 380 | | | | 2,200 |
| Phase III | | | | | | 420 | 550 | 840 | 0 | 2,080 |
| Operation & Maint. | | | | | 600 | 600 | 850 | 1,200 | 1,500 | N/A |
| Suppression Cost Avoided | | | 540 | 540 | 2,000 | 3,000 | 4,000 | 4,200 | 5,000 | N/A |

The 1990 Estimate level would enable the BLM to support the National Interagency Wildland/Urban Interface initiative and the development of new techniques, equipment and training to fight fires in the interface. Recent demographic trends from urban to suburban living have greatly expanded urban-like development into areas previously considered rural, such as forested areas, semi-arid brush and range lands. With modern communications and transportation it is now possible to work at high paid technical jobs and live in rural areas. Consequently, in recent decades homes of substantial value, which constitute a family's or individual's principal residence have been constructed in "wildland" areas. This has created a significant wildland protection and firefighting zone known as the "wildland/urban interface" area.

The goal of the National Wildland/Urban Interface initiative is the reduction of the loss of life, property and natural resources from fires occurring within the wildland/urban interface. The strategy involves national and local efforts to bring principal organizations together (i.e. architects, builders, planners, insurance industry, and firefighters) to develop recommended actions and effect a change in existing conditions. Special emphasis will be focused on developing applications of new technologies in the use of water expansion systems (fire foams) such as those used in Yellowstone National Park in 1988 to protect structures. The BLM will also support the goals of the initiative through development and distribution of public information materials and continued National support of local field office activities addressing the initiative.

The priority BLM fire management accomplishments planned for 1990 are as follows:

- Train, equip and dispatch fire and support personnel for the 10-year annual average of 2,700 fires;
- Operate and maintain the BLM share of the BIFC program in fire preparedness, logistical support, training and communications;
- Operate and staff the BLM Alaska Fire Service (AFS) to protect designated Interior Department managed and other lands in Alaska and provide BLM's pro-rated share of base program costs for the Alaska Fire Service;
- Complete procurement for the Initial Attack Management System (IAMS);
- Provide operation and maintenance for the IAMS program;
- Continue to implement a "greenstripping concept" to reduce the size and number of large project fires, and protect resource values in selected high fire occurrence areas;
- Complete the fire management activity planning and initiate development of operational plans to continue to modernize the fire planning process, including an economic analysis to determine fire force requirements to develop the most costs efficient and effective program; and implement them.
- Increase fire prevention activities with special emphasis in the wildland/urban interface zone and on fire trespass.

The estimate will enable the BLM to purchase a Honeywell DPS Level 6+ computer for the Alaska Fire Service (AFS), enabling AFS to tie their warehouse into a national fire cache at BIFC. This will improve efficiency and timeliness when sharing critical, scarce resources in emergency support situations.

Presuppression ($41,850,000) includes the functions necessary for the BLM to take preparedness actions to have forces and equipment available, trained, positioned, and ready to fight an average of 2,700 fires burning nearly one million acres annually. Included are: hiring and training approximately 2,000 seasonal fire suppression personnel; inspecting and servicing 400 fire trucks; making available (through contract) 33 helicopters, 19 retardant aircraft, and 30 multi-purpose aircraft; inventory and stocking of fire supply caches; activating 150 initial attack fire stations; activating weather stations and automatic lightning detection facilities and lookouts; initiating operation of large coordination and logistic support facilities; and providing communication

networks and facilities. These activities take place during the designated activation periods of the fire season. The BLM uses full service contracts through the Office of Aircraft Services to meet all aircraft support requirements of this mission. Included in the estimate level is $2,455,000 to provide for a fire protection contract with the Oregon State Department of Forestry for all lands under BLM jurisdiction in western Oregon.

**Hazard fuels reduction ($500,000)** reduction of fuel to protect selected areas, particularly developments within and adjacent to the Public Lands, e.g., the wildland/urban interface, from high wildfire risk. Hazardous fuels reduction will be accomplished by prescribed burning. Hazard reduction activities are in agreement with the December 14, 1988 National Fire Management Policy Report to the Secretaries of the Interior and Agriculture.

**Fire Suppression ($42,500,000)** includes all BLM actions directly tied to suppressing a specific fire including costs of: firefighting and fire command support personnel; suppression aircraft operations; housing, feeding, and logistical services for all employees assigned to the fire; firefighting equipment, supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistic support. Costs begin when the first fire report is received and end when the equipment is returned to a state of readiness. Regular and overtime pay of both permanent and temporary employees is charged to this program category. Actual suppression costs have varied significantly with the severity of any given years fire occurrences. During more severe years, those with drought, greater than average wind velocities, or above normal lightning, suppression costs can increase dramatically.

**Emergency Rehabilitation ($5,000,000)** costs are incurred to prevent land degradation, resource losses, off-site impacts, and other dangerous situations due to damage by fire. This subactivity provides funds for specific emergency rehabilitation projects and includes such costs as reseeding burned areas to quickly establish a vegetative cover to reduce wind and water erosion damage or to prevent the establishment of undesirable species which create future high fire potential, construction of temporary water diversion structures to reduce erosion from water runoff, fencing to prevent animals from destroying revegetating areas, and felling of fire-damaged trees in high use areas.

The actual acreage requiring emergency rehabilitation depends upon the severity of the preceeding fire season. This program will be operated to provide rehabilitation in the most cost effective manner, consistent with resource management plan objectives, to enhance multiple use management.

**Distribution of Change by object class**

The object class detail for the permanent, indefinite Federal Wildland Firefighting account is as follows:

| | FTE | Amount |
|---|---|---|
| Undistributed | | $166,500 |
| Total | | $166,500 |

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STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FEDERAL WILDLAND FIREFIGHTING

(Proposed for later transmittal, proposed legislation)

Program and Financing (in thousands of dollars)

| Identification code 14-1119-2-1-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Program by activities: | | | |
| 00.01 Fire management | --- | --- | 23,869 |
| 00.02 Presuppression | --- | --- | 74,131 |
| 00.03 Suppression | --- | --- | 61,450 |
| 00.04 Emergency rehabilitation | --- | --- | 7,050 |
| 10.00 Total obligations (object class 92.0) | --- | --- | 166,500 |
| Financing: | | | |
| 40.00 Budget authority (appropriation) | --- | --- | 166,500 |
| Relation of obligations to outlays: | | | |
| 71.00 Obligations incurred, net | --- | --- | 166,500 |
| 74.40 Obligated balance, end of year | --- | --- | -50,000 |
| 90.00 Outlays | --- | --- | 116,500 |
| Distribution of budget authority by bureau: | | | |
| Bureau of Land Management | --- | --- | 99,500 |
| Fish and Wildlife Service | --- | --- | 13,962 |
| National Park Service | --- | --- | 21,838 |
| Bureau of Indian Affairs | --- | --- | 31,200 |



(U) : 1961 O - 841-526 (03-00)

## Appropriation Summary Statement

**Appropriation: Range Improvements**

This appropriation is derived from a portion of grazing fees and certain mineral leasing receipts collected during the previous year. Fifty percent of the grazing fees from the Public Lands and Bankhead-Jones Farm Tenant Act lands and mineral leasing receipts from the Farm Tenant Act lands are available for appropriation. When appropriated, these funds are used for the construction of physical improvements and for implementation of practices or treatments to rehabilitate, protect, or improve the public rangelands.

In 1986 the Secretary of Interior announced a decision to continue using the Public Rangeland Improvement Act (PRIA) formula as identified in Executive Order (E.O.) 12548 to determine fees for domestic livestock grazing on public rangelands. The formula is dependent on current economic factors including beef cattle prices paid and received; however, E.O. 12548 provides that the fee shall not be less than $1.35 per animal unit month (AUM). In the fall of 1987, the Secretary's decision was reviewed in *Natural Resources Defense Council v. Lyng, et. al.*, Civil Action No. S-86-0548 EJD (E.D. Cal. 1987). The court upheld the Secretary's decision but ordered the Secretary to comply with procedures for adopting rules specified in the Administrative Procedures Act. The final rulemaking on fee calculations was published in the *Federal Register* on February 2, 1988.

The 1990 President's Budget has been prepared based on the assumption that the grazing fee would continue to be $1.54 per animal unit month (AUM). However, subsequent to the preparation of the President's Budget and 1990 Justification it has been announced, that the grazing fees for the grazing year beginning March 1, 1989 will be $1.86 per AUM. This increase will directly effect the 1990 "Range Improvement" account level since 50 percent of the fee collected from March 1, 1989 to September 30, 1989 are available for appropriation in 1990 to "Range Improvements". The higher fee has not been considered in the following descriptions.

## Appropriation Language Sheet

### Range Improvements

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), notwithstanding any other Act, sums equal to 50 per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.) and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, but not less than [$8,506,000] *$8,406,000*, to remain available until expended: *Provided*, That not to exceed $600,000 shall be available for administrative expenses.

*(7 U.S.C. 1010; 30 U.S.C. 355; 43 U.S.C. 1751, and 1901; Department of the Interior and Related Agencies Appropriations Act, 1989.)*

## Appropriation Language Citations

### Range Improvements

**Appropriation language and citations:**

1. "For rehabilitation, protection, acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701),"

43 U.S.C. 1751

*43 U.S.C. 1751* provides for moneys received by the United States as fees for grazing domestic livestock on public lands to be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including, but not limited to, seeding and reseeding, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

2. "Notwithstanding any other Act, sums equal to fifty per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315, et seq.),"

43 U.S.C. 1751

*43 U.S.C. 1751* as amended by the Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1905) provides that 50 per centum of all moneys received by the United States as fees for grazing domestic livestock on public lands under the Taylor Grazing Act (48 Stat. 1269; 43 U.S.C. 315, et seq.) and the Act of August 28, 1937 (50 Stat. 874; 43 U.S.C. 1181(d)) and on lands in National Forests in the 11 contiguous Western States shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements.

3. "and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law,"

7 U.S.C. 1010
E.O. 10046; 10175; 10234;
10322; 10787; 10890,
30 U.S.C. 355

*7 U.S.C. 1010* provides that the Secretary of Agriculture is authorized and directed to develop a program of land conservation and land utilization in order to correct maladjustments in land use, and thus assist in controlling soil erosion, reforestation, preservation of natural resources, protecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the public lands, health, safety, and welfare, but not to build industrial parks or establish private industrial or commercial enterprises.

*Executive Orders 10046, et al.* provide that the jurisdiction of the Secretary of Agriculture under the provision of section 32 of the Bankhead-Jones Farm Tenant Act is transferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

*30 U.S.C. 355* provides that all mineral leasing receipts derived from leases issued under the authority of the Mineral Leasing Act for Acquired Lands (August 7, 1947) shall be paid into the same funds or accounts in the Treasury

and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intention being that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

4. "to remain available until expended: *Provided*, That not to exceed $600,000 shall be available for administrative expenses."

*The Department of the Interior and Related Agencies Appropriations Act, 1989*, as included in Public Law 100-446, provides that the appropriation shall remain available until expended and that a maximum of $600,000 is available from this appropriation for BLM administrative expenses.

There is no specific authorizing legislation.

## Summary of Requirements

(dollars thousands)

**APPROPRIATION: RANGE IMPROVEMENTS**

| | FTE | Amount | FTE | Amount |
|---|---|---|---|---|
| Appropriation currently available, 1989..... | | | 87 | 8,506 |
| ADJUSTMENTS TO BASE | | | | |
| Adjustments for January Pay Increase..... | 0 | 34 | 0 | 34 |
| 1990 BASE BUDGET..... | | | 87 | 8,540 |
| Program Changes (Changes to base budget, detailed below)..... | | | (1) | (134) |
| TOTAL REQUIREMENTS (1990 estimate)..... | | | 86 | 8,406 |

| Comparison by activities/ subactivities | 1988 Actual | | 1989 Enacted to Date | | 1990 Base | | 1990 Estimate | | Inc./Dec. from 1989 | | Inc./Dec. from 1990 Base | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount |
| 1. Improvements to Public Lands..... | 78 | 6956 | 78 | 6956 | 78 | 6990 | 77 | 6856 | -1 | -100 | -1 | -134 |
| 2. Farm Tenant Act (LU) Lands..... | 9 | 950 | 9 | 950 | 9 | 950 | 9 | 950 | 0 | 0 | 0 | 0 |
| 3. Administrative Expenses..... | 0 | 600 | 0 | 600 | 0 | 600 | 0 | 600 | 0 | 0 | 0 | 0 |
| Total Requirements..... | 87 | 8506 | 87 | 8506 | 87 | 8540 | 86 | 8406 | -1 | -100 | -1 | -134 |

## Justification of Program and Performance

**Appropriation: Range Improvements**

*(dollars in thousands)*

| Program Elements 1/ | | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|---|
| Improvements to Public Lands | $ | 6,956 | 6,990 | 6,856 | -100 | -134 |
| | FTE | (78) | (78) | (77) | (-1) | (-1) |
| Farm Tenant Act (LU) Lands | $ | 950 | 950 | 950 | --- | --- |
| | FTE | (9) | (9) | (9) | (---) | (---) |
| Administrative Expenses | $ | 600 | 600 | 600 | --- | --- |
| | FTE | (---) | (---) | (---) | (---) | (---) |
| Total Requirements | $ | 8,506 | 8,540 | 8,406 | -100 | -134 |
| | FTE | (87) | (87) | (86) | (-1) | (-1) |

### Authorization

43 U.S.C. 1751
P.L. 94-579

The *Federal Land Policy and Management Act (FLPMA) of 1976*, as amended provides that 50 percent of grazing fees are appropriated for range betterment. Half the appropriated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs. Use of the appropriation is limited to on-the-ground rehabilitation,protection, and improvement of grazing lands. The policy is to fund project survey, design, and construction from this appropriation. Maintenance, environmental analysis, removal of excess wild horses and burros, and administrative activities such as issuing improvement permits are funded in the grazing management or other appropriate program elements in the "Management of Lands and Resources" (MLR) appropriation.

30 U.S.C. 355

The *Mineral Leasing Act for Acquired Lands of 1947* provides that "all receipts derived from leases issued under the authority of this chapter shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands...."

43 U.S.C. 315
P.L. 73-482

The *Taylor Grazing Act of 1934*, as amended, provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.

1/ Except for the status of the lands involved, there is no difference in the program and performance conducted under each activity. Therefore, the entire appropriation is covered with a single narrative justification level of grazing fees collected.

| | |
|---|---|
| 43 U.S.C. 1901, 1905<br>P.L. 95-514 | The *Public Rangelands Improvement Act of 1978* provides for improving the condition of the public rangelands and provides for an appropriation of $10,000,000 per annum or 50 per centum of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected. |
| 7 U.S.C. 1010, 1012-1013A<br>P.L. 75-210 | The *Farm Tenant Act of 1937 ("Bankhead-Jones Act")* provides for management of acquired farm tenant lands and construction and maintenance of range improvements. |
| E.O. 12548 | *Executive Order No. 12548* provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands. Provides further that the fee shall not be less than $1.35 per animal unit month. |

**Objective**

The objective of the program is to improve public rangeland productivity for resultant benefits to livestock, wildlife, riparian, and watershed protection through the following activities:

- Construction and development of physical improvements specifically called for in existing activity plans for protection or improvement of rangeland conditions;
- Initiation of on-the-ground improvements called for in new activity plans, giving priority to allotments with riparian not meeting management objectives; and
- Construction and development of projects to prevent resource damage or relieve conflicts in resource use.

**Base program**

The 1990 Base level for Range Improvements is $8,540,000 and 87 FTE. Range improvements such as fences, water developments, seedings, weed control and vegetation treatment contribute to effective range management and are being used successfully to improve the soil, water and vegetative condition of the Nation's rangelands.

Section 401 of FLPMA directs that one-half of the Range Improvements appropriation be returned for use in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs. Current policy provides that all of the funds appropriated will be distributed for use in the districts from which the fees were collected in the same proportion as collections received.

These funds are used exclusively for on-the-ground improvements and directly related project costs. This allows for the maximum amount of improvement work to be accomplished with available funds. Most of the work is accomplished through contracts, but some work is done with in-house capability where it exists and factors, such as cost effectiveness, are favorable.

Land-use planning, including activity plans, provides the basis for determining needed improvements. These plans subsequently are analyzed to determine the costs and benefits of improvements and to determine appropriate schedules for construction/development. Riparian area management and declining range condition concerns are incorporated in the establishment of priorities. After the preliminary work is accomplished using MLR benefiting activity funding, the Range Improvements funds are expended on project implementation.

Rangeland users are encouraged to participate in rangeland improvement work by contributing funds or directly funding improvements identified through coordinated and cooperative management agreements. Under current policy, the Range Improvements appropriation is not used for maintenance. The individual, group, or association deriving the primary benefit(s) from a structural improvement is responsible for maintaining that improvement. Thus, livestock operators are responsible for the maintenance of those structural improvements primarily benefiting their livestock operations. Maintenance for which BLM retains responsibility, such as nonstructural improvements, is funded from the grazing management program in the "Management of Lands and Resources" appropriation. This policy allows for a greater proportion of the Range Improvements appropriation to be used for on-the-ground improvements that have been proven successful in increasing the productivity of the rangelands.

The 1990 Base program will provide for the construction of 1,300 structural developments, and land or vegetative treatment of approximately 66,300 acres. Additionally, cooperative efforts between BLM, state and local agencies will provide for the control of noxious weeds at 300 sites on public lands. The program is based upon the Range Improvement fee that would be available from a contribution of the current grazing fee of $1.54/AUM through the 1990 grazing year.

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 8,540 | 8,406 | -134 |
| FTE | (87) | (86) | (-1) |

The 1990 Estimate is a decrease of $134,000 and 1 FTE. This level represents fifty percent of the estimated applicable receipts to be collected under the various statutes for grazing fees in 1989 and 1990.

At the Estimate level the BLM will continue to develop projects for the highest priority activity plans particularly where riparian benefits will accrue. This includes some 60,000 acres of land/vegetation developments and an estimated 1,290 structural developments. Initiation of 10 structural developments and 6,300 acres of land treatment will be deferred on lower priority projects, having lower cost-benefit ratios. This will result in a savings of $94,000.

Weed control work is projected for approximately 260 sites. Approximately 40 sites will be deferred where conditions indicate such an opportunity exists. This will offer a savings of $40,000.

## Range Improvement Workload Accomplishment

The planned workload accomplishments for 1988, 1989, and the 1990 Base and Estimate funding levels are as follows:

| Workload Measure | 1988 Actual | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| Structural developments (#) | 1,311 | 1,300 | 1,300 | 1,290 | -10 |
| Land/vegetation treatments (Ac) | 69,100 | 66,300 | 66,300 | 60,000 | -6,300 |
| Weed Control projects (#) | 266 | 300 | 300 | 260 | -40 |

**Distribution of change by object class**

The object class detail for the proposed decrease of $134,000 and 1 FTE is as follows:

| | FTE | Amount |
|---|---|---|
| Personnel compensation | 1 | $ 30,000 |
| Personnel benefits | | 6,000 |
| Other services | | 98,000 |
| Total | | $134,000 |

## Summary of Requirements by Object Class
(dollars in thousands)

Appropriation: Range Improvements

| Object Class | 1990 Base FTE | 1990 Base Amount | 1990 Estimate FTE | 1990 Estimate Amount | Inc. (+) or Dec. (-) FTE | Inc. (+) or Dec. (-) Amount |
|---|---|---|---|---|---|---|
| 11. Personnel compensation: | | | | | | |
| 11.1 Permanent positions..... | 74 | 2122 | 72 | 2089 | -2 | -33 |
| 11.3 Positions other than permanent.... | 13 | 280 | 14 | 276 | 1 | -4 |
| 11.5 Other special compensation 1/..... | (2) | 82 | (2) | 81 | (0) | -1 |
| Total personnel compensation | 87 | 2484 | 86 | 2446 | -1 | -38 |
| Other Objects | | | | | | |
| 12.1 Personnel benefits..... | | 384 | | 389 | | 5 |
| 21.0 Travel and transportation of persons..... | | 130 | | 130 | | 0 |
| 22.0 Transportation of things..... | | 600 | | 600 | | 0 |
| 23.3 Communications, utilities, and miscellaneous charges..... | | 25 | | 25 | | 0 |
| 25.0 Other services..... | | 1967 | | 1866 | | -101 |
| 26.0 Supplies and materials..... | | 1600 | | 1600 | | 0 |
| 31.0 Equipment..... | | 50 | | 50 | | 0 |
| 32.0 Lands and structures..... | | 1300 | | 1300 | | 0 |
| Total Requirements | | 8540 | | 8406 | | -134 |

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

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STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Amounts Available for Appropriation (in thousands of dollars)

| Identification code 14-5132-0-2-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Unappropriated balance, start of year... | 6,289 | 6,127 | 6,402 |
| Collections (offsetting receipts)..... | 16,318 | 16,869 | 16,869 |
| Transferred to general fund receipts.... | -5,123 | -5,382 | -5,382 |
| Transferred to payments to States from grazing receipts etc., public lands outside grazing districts..... | -1,020 | -1,134 | -1,134 |
| Transferred to payments to States from grazing receipts etc., public lands within grazing districts..... | -1,552 | -1,732 | -1,732 |
| Transferred to payments to counties from grazing and mineral leasing receipts from National Grasslands..... | -466 | -186 | -186 |
| Total available for appropriation... | 14,446 | 14,562 | 14,837 |
| Appropriation..... | -8,319 | -8,160 | -8,406 |
| Unappropriated balance, end of year..... | 6,127 | 6,402 | 6,431 |



-TU : 1981 0 - 341-526 (6-80)

Type size: 8 point 23 picas Case 120 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)

| Identification code 14-5132-0-2-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| **Program by activities:** | | | |
| 00.01 Improvements to public lands.... | 7,228 | 6,956 | 6,856 |
| 00.02 Farm tenant act lands..... | 882 | 950 | 950 |
| 00.03 Administrative expenses..... | 600 | 600 | 600 |
| 10.00 Total obligations..... | 8,710 | 8,506 | 8,406 |
| **Financing:** | | | |
| 17.00 Recovery of prior year obligations | -284 | --- | --- |
| 21.40 Unobligated balance available, start of year..... | -1,058 | -1,138 | -1,138 |
| 24.40 Unobligated balance available, end of year..... | 1,138 | 1,138 | 1,138 |
| 39.00 Budget authority..... | 8,506 | 8,506 | 8,406 |
| **Budget authority:** | | | |
| 40.00 Appropriation (indefinite, special fund)..... | 8,319 | 8,160 | 8,406 |
| 40.00 Appropriation (indefinite general fund)..... | 187 | 346 | --- |
| 43.00 Appropriation (adjusted).... | 8,506 | 8,506 | 8,406 |
| **Relation of obligations to outlays:** | | | |
| 71.00 Obligations incurred, net..... | 8,710 | 8,506 | 8,406 |
| 72.40 Obligated balance, start of year | 2,733 | 2,445 | 3,130 |
| 74.40 Obligated balance, end of year.. | -2,445 | -3,130 | -3,093 |
| 78.00 Adjustments in unexpired accounts | -284 | --- | --- |
| 90.00 Outlays..... | 8,714 | 7,821 | 8,443 |



STD. 1 (Rev. 11 - 64) (5-00)

Type size: 8 point 25 picas Case 180 Red underscore Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Object Classification (in thousands of dollars)

| Identification code 14-5132-0-2-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Personnel compensation: | | | |
| 11.1 Full-time permanent | 2,028 | 2,092 | 2,089 |
| 11.3 Other than full-time permanent | 268 | 276 | 276 |
| 11.5 Other personnel compensation | 80 | 82 | 81 |
| 11.8 Special personal services payment | 1 | --- | --- |
| 11.9 Total personnel compensation | 2,377 | 2,450 | 2,446 |
| 12.1 Civilian personnel benefits | 356 | 384 | 389 |
| 21.0 Travel and transportation of persons | 118 | 130 | 130 |
| 22.0 Transportation of things | 862 | 600 | 600 |
| 23.2 Rental payments to others | 25 | 25 | 25 |
| 24.0 Printing and reproduction | 3 | --- | --- |
| 25.0 Other services | 1,868 | 1,967 | 1,866 |
| 26.0 Supplies and materials | 1,627 | 1,600 | 1,600 |
| 31.0 Equipment | 90 | 50 | 50 |
| 32.0 Land and structures | 1,384 | 1,300 | 1,300 |
| 99.9 Total obligations | 8,710 | 8,506 | 8,406 |

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Personnel Summary

| Identification code 14-5132-0-2-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Total number of full-time permanent positions | 72 | 74 | 72 |
| Total compensable workyears: | | | |
| Full-time equivalent employment | 87 | 87 | 86 |
| Full-time equivalent of overtime and holiday hours | 2 | 2 | 2 |
| Average GS grade | 9.30 | 9.30 | 9.30 |
| Average GS salary | 28,843 | 29,874 | 30,180 |



GPO : 1981 O - 361-576 (6-80)

**Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)**

This appropriation finances BLM's costs of performing specific applicant-initiated actions from deposits or service charges collected from the applicant and makes these funds available for use by BLM. The account, as established pursuant to the Federal Land Policy and Management Act (FLPMA) of 1976, provides some management flexibility in responding to externally-initiated applications and ensures the immediate availability of funds for public-demand work, such as rights-of-way processing and copying of official records. This flexibility and fund availability is particularly important given the unpredictability of the level of demand, timing and other factors associated with these actions.

Funds are expected to be deposited for processing rights-of-way (ROW) applications and monitoring construction and operations for about 75 major rights-of-way projects including oil and gas pipelines, electric and other transmission lines, power plants, and water delivery systems. Processing and monitoring costs of small ROW projects are provided to this appropriation through a fee schedule.

In addition to ROW processing, this appropriation also finances costs associated with the adopt-a-horse program, costs for rehabilitation of damaged lands and facilities, costs for processing specified categories of realty cases, costs of slash burning and timber contract extension expenses, and the costs of production, research time, and administrative services involved in providing copies of official Public Land records and documents requested by the public.

## Appropriation Language Sheet

**Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)**

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended: *Provided*, That notwithstanding any provision to the contrary of subsection 305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that subsection, whether as a result of forfeiture, compromise or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect or rehabilitate any Public Lands administered through the Bureau of Land Management which have been damaged by the action of resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: *Provided further*, That such moneys are in excess of amounts needed to repair damage to the exact land for which collected.

*(43 U.S.C. 1719, 1734, 1735, and 1764; 30 U.S.C. 185; 87 Stat. 584; Department of the Interior and Related Agencies Appropriations Act, 1989.*

**Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)**

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a) and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended." *Provided*, That notwithstanding any provision to the contrary of subsection 305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that subsection, whether as a result of forfeiture, compromise or settlement, if not appropriate for refund pursuant to subsection 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: *Provided further*, That such moneys are in excess of amounts needed to repair damage to the exact land for which collected.

PL 100-202
43 U.S.C. 1719(b)
43 U.S.C. 1734(a)
43 U.S.C. 1734(b)
43 U.S.C. 1735(a)
43 U.S.C. 1737
43 U.S.C. 1764(g)
30 U.S.C. 185(1)
43 U.S.C. 1652

*43 U.S.C. 1719(b) (FLPMA Section 209(b))* provides for conveyance of mineral interests upon payment of administrative costs and that the "moneys paid . . . for Administrative costs . . . shall be paid to the agency which rendered the service and deposited to the appropriation then current."

*43 U.S.C. 1734(a) (FLPMA Section 304(a))* provides that "the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the public lands . . . ."

*43 U.S.C. 1734(b) (FLPMA Section 304(b))* provides that "the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys...shall be deposited with the Treasury in a special account and are hereby authorized to be appropriated and made available until expended."

*43 U.S.C. 1735(a) (FLPMA Section 305(a))* states that "...any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary; . . . or in contract involving present or potential damage to the public lands shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended..."

*43 U.S.C. 1737 (FLPMA Section 307(c))* provides that "the Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection, development, acquisition, and conveying of the public land, including the acquisition of rights-of-way for such purposes . . . Moneys received hereunder shall be credited to a separate account in the Treasury and are hereby authorized to be appropriated and made available until expended, as the Secretary may direct, for payment of expenses incident to the function toward the administration of which the contributions were made and for refunds to depositors of amounts contributed by them in specific instances where contributions are in excess of their share of the cost."

*43 U.S.C. 1764(g) (FLPMA Section 504(g))* provides for payment of rental fees for rights-of-way and for reimbursement of all reasonable administrative and other costs incurred in processing an application for a right-of-way and in inspection and monitoring of construction, operations, and termination of the facility pursuant to the right-of-way.

*30 U.S.C. 185(1)* states that "The applicant for a right-of-way shall reimburse the United States for administrative and other costs incurred in processing the application and the holder of a right-of-way, or permit shall reimburse...for the costs incurred in monitoring the construction, operation, maintenance and termination of any pipeline and related facilities on such right-of-way..."

*43 U.S.C. 1652(c)* provides for the cost recovery provision of the Mineral Leasing Act to apply to rights-of-way, leases, permits and other authorizations issued pursuant to this title.

## Summary of Requirements

(dollars in thousands)

APPROPRIATION: SERVICE CHARGES, DEPOSITS, AND FORFEITURES (INDEFINITE)

| | FTE | Amount | FTE | Amount |
|---|---|---|---|---|
| Appropriation currently available, 1989 | | | 83 | 6,000 |
| 1990 BASE BUDGET | | | 83 | 6,000 |
| TOTAL REQUIREMENTS (1990 estimate) | | | 83 | 6,000 |

| Comparison by activities/ subactivities | 1988 Actual | | 1989 Enacted to Date | | 1990 Base | | 1990 Estimate 1/ | | Inc./Dec. From 1989 | | Inc./Dec. from 1990 Base | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount |
| Rights-of-Way Processing | 22 | 2215 | 19 | 1700 | 19 | 1700 | 19 | 1700 | 0 | 0 | 0 | 0 |
| Adopt-a-Horse Program | 0 | 1137 | 0 | 400 | 0 | 400 | 0 | 400 | 0 | 0 | 0 | 0 |
| Repair of Damaged Lands | 1 | 550 | 1 | 650 | 1 | 650 | 1 | 650 | 0 | 0 | 0 | 0 |
| Cost Recoverable Realty Cases | 2 | 167 | 2 | 150 | 2 | 150 | 2 | 150 | 0 | 0 | 0 | 0 |
| Timber Contract Expenses | 25 | 2069 | 20 | 1400 | 20 | 1400 | 20 | 1400 | 0 | 0 | 0 | 0 |
| Copy Fees | 41 | 1555 | 41 | 1700 | 41 | 1700 | 41 | 1700 | 0 | 0 | 0 | 0 |
| Total Requirements | 91 | 7693 | 83 | 6000 | 83 | 6000 | 83 | 6000 | 0 | 0 | 0 | 0 |

1/ This is an indefinite appropriation based upon receipts actually collected during the fiscal year. Actual Budget Authority will depend upon the level of receipts actually collected for each program activity.

**Appropriation:** Service Charges, Deposits and Forfeitures
**Activity:** Rights-of-Way Processing

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 1,700 | 1,700 | 1,700 | --- | --- |
| FTE | (19) | (19) | (19) | (---) | (---) |

**Authorization**

43 U.S.C. 1734, 1764
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* authorizes collection of service charges and deposits to finance the costs of certain right-of-way application and permitting activities.

30 U.S.C. 185
P.L. 93-153

The *Mineral Leasing Act of 1920* as amended by the Trans-Alaska Pipeline Act of 1973 (Section 101) authorizes rights-of-way for oil, gas, and other fuels. It further authorized the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Rights-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.

15 U.S.C. 719
P.L. 94-586

The *Alaska Natural Gas Transportation Act of 1976* authorizes the granting of certificates, rights-of-way permits, and leases.

42 U.S.C. 4321,
4331-4335,
4341-4347,
P.L. 91-190

The *National Environmental Policy Act of 1969* requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

**Objectives**

The objectives of this activity are as follows:

- Facilitate production and transportation of domestic energy resources; and

- Expedite the granting of all rights-of-way (ROW's) by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost recoverable ROW's over Public Lands (as authorized by the Federal Land Policy and Management Act of 1976 (FLPMA) and the 1973 amendment to the Mineral Leasing Act of 1920 (MLA)).

**1990 program**

The 1990 Base and Estimate for cost reimbursable rights-of-way processing is $1,700,000 and 19 FTE.

The BLM total rights-of-way (ROW) program effort is funded through a combination of applicant deposits made to this indefinite appropriation and the directly appropriated funds in the "Management of Lands and Resources" (MLR) appropriation. A more complete description of the relationships between these two funding sources and the total ROW program is given in the Lands, Realty and ROW Management program in the MLR account.

BLM obtains deposits of funds in advance of work from ROW applicants and grant holders. Depending on the type and size of the project, the fee is set by a fee schedule or is based on actual costs. For FLPMA cases actual cost fees are collected for all cases expected to cost over $1,200. A standard fee schedule is used for smaller cases. For Mineral Leasing Act (MLA) cases the current break point for the actual cost method of collection is $5,000 or more. Regulations are being prepared in 1989 to make the MLA break point align with the FLPMA rule. These repilaties will be implemented by 1990. The funds collected are deposited into this account, and are immediately appropriated. These funds become available for use by BLM to perform the work to process the application. Only those costs incurred as a direct result of the filing of an application or the issuance of a ROW grant, and which directly facilitate processing, monitoring or termination of such are charged against the individual project.

Regulations which became effective in 1987 established a cost recovery fee schedule that more completely recovers the full costs of processing the minor or smaller types of ROWs, under both FLPMA and MLA authorities. Also, these regulations outline more precisely the effects of the reasonableness criteria stated in FLPMA for cost recoverable funding. These changes permitted a larger portion of the processing costs of ROW cases to be covered by the applicant and thus funded through the "Service Charges, Deposits, and Forfeitures" appropriation.

In 1990, BLM work effort on an estimated 2,575 cases would be funded either fully or partially by reimbursement from the applicant. The remaining cases are those which are not cost reimbursable by statutory provision. Work on these cases is funded fully through the MLR appropriation. Only a portion of processing costs for the FLPMA cases is recoverable under the new regulations due to the reasonableness criteria contained in Section 304(b) of FLPMA. The non-recoverable portion of BLM's processing costs is funded by the MLR appropriation.

**Appropriation:** Service Charges, Deposits and Forfeitures
**Activity:** Adopt-a-Horse Program

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 400 | 400 | 400 | --- | --- |
| FTE | (---) | (---) | (---) | (---) | (---) |

**Authorization**

43 U.S.C. 1732, 1734
P.L. 94-579
The *Federal Land Policy and Management Act (FLPMA) of 1976* authorizes collection of service charges to finance the costs of certain applicant activities.

16 U.S.C. 1331-1340
P.L. 92-195
The *Wild Free-Roaming Horse and Burro Act of 1971*, as amended by the *Public Rangelands Improvement Act (PRIA) of 1978*, P.L. 95-514, authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the government.

43 U.S.C. 1901 *et seq.*
P.L. 95-514
The *Public Rangelands Improvement Act (PRIA) of 1978* establishes the policy of improving the Federal (rangeland) conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

**Objectives**

The objectives of the Adopt-a-Horse Program are to:

- Provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements; and
- Recover a part of the associated veterinary, transportation, and animal maintenance costs from persons adopting the animals.

**1990 program**

The 1990 Base and Estimate for the Adopt-a-Horse program is $400,000. BLM charges standard adoption fees of $125 per horse and $75 per burro to partially offset costs of operating the adoption program. The fees deposited into this account, are immediately appropriated, and become available for use by BLM to conduct the program. Uses of these funds include the facilitation of the adoption of excess animals at BLM preparation facilities, prison training facilities, and adoption centers.

## Justification of Program and Performance

**Appropriation:** Service Charges, Deposits and Forfeitures
**Activity:** Repair of Damaged Lands

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 650 | 650 | 650 | --- | --- |
| FTE | (1) | (1) | (1) | (---) | (---) |

### Authorization

43 U.S.C. 1735
P.L. 94-579

The *Federal Land Policy and Management Act of 1976, (Section 305)* authorizes collection for damages, forfeiture of performance bonds, and receipt of deposits to finance the costs of certain land restoration activities. The provision ois amended by the appropriations act language for "Services Charges, Deposits and Forfeitures".

### Objectives

The objectives of this activity are to:

- Rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted;
- Rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass); and
- Rehabilitate lands damaged by authorized users who make repair payments in lieu of performing actual repair.

### 1990 program

FLPMA authorizes the collection of deposits and, in certain circumstances, requires the posting of performance bonds by resource developers, purchasers, or permittees. It further authorizes the use of those funds for rehabilitation made necessary by actions of those users. By amendment, the funds are available to be expended to improve, protect or rehabilitate any Public Lands where the amounts collected are in excess of the amount needed to repair damage to the exact land for which collected. The amount estimated to be available for repair of damaged lands and facilities in 1990 from new collections is $650,000.

## Justification of Program and Performance

**Appropriation:** Service Charges, Deposits and Forfeitures
**Activity:** Cost Recoverable Realty Cases

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 150 | 150 | 150 | --- | --- |
| FTE | (2) | (2) | (2) | (---) | (---) |

### Authorization

43 U.S.C. 1719, 1732, 1745, 1746
P.L. 94-579

The *Federal Land Policy and Management Act of 1976* authorizes collection of service charges and permitting deposits to finance the costs of certain application processing activities.

### Objective

The objective of this program is to:

- Process certain types of realty cases on a cost recoverable basis from the applicants, as authorized by FLPMA.

### 1990 program

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. Persons or institutions which desire these services deposit money with the Bureau in advance for performance of the specified work. These fees are deposited into this account, are immediately appropriated, and become available for use by BLM to perform the required work. These services are as follows:

**Expenses, Conveyance of Federally-Owned Mineral Interests.** Funds received from applicants for conveyance of mineral interests under Section 209 of FLPMA are used to cover administrative costs, including costs of conducting an exploratory program, to determine whether and what kind of mineral deposits are under the land, evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed, and preparing and issuing the conveyance documents.

**Expenses, Recordable Disclaimers of Interest.** Funds received from applicants for recordable disclaimers of interest under Section 315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land, determining whether the land boundaries have changed due to riparian boundary changes, preparing the Riparian Specialist's report, and preparing and issuing the document of disclaimer.

**Expenses, Leases, Permits, and Easements.** Funds received from applicants for land use authorizations under Section 302(b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application, monitoring construction, operation, and maintenance of authorized facilities, and monitoring rehabilitation and restoration of the land.

## Justification of Program and Performance

**Appropriation: Service Charges, Deposits and Forfeitures**
**Activity: Timber Contract Expenses**

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 1,400 | 1,400 | 1,400 | --- | --- |
| FTE | (20) | (20) | (20) | (---) | (---) |

### Authorization

4 3 U.S.C. 1732, 1734
P.L. 94-597

The *Federal Land Policy and Management Act (FLPMA) of 1976* authorizes the collection of service charges to finance the costs of certain applicant activities.

### Objective

The objective of this program is to:

- Provide funds for the BLM to perform certain work required by the timber sale contract, such as slash disposal, when the purchaser elects to make payment in lieu of performing the work.

### 1990 program

The Base and Estimate level for timber contract expenses is $1,400,000 and 20 FTE. Most BLM timber sale contracts contain provisions which allow the purchaser to make cash payments to the Bureau in lieu of performing certain specified work. The BLM then uses these funds to accomplish the required tasks. Most of the work involves performing timber sale slash disposal in western Oregon. It is estimated that funding from this appropriation will support slash disposal on approximately 6,000 acres. A description of the total western Oregon slash disposal program can be found in the Reforestation and Forest Development subactivity of the O&C Appropriation.

## Justification of Program and Performance

| | |
|---|---|
| Appropriation: | Service Charges, Deposits and Forfeitures |
| Activity: | Copy Fees |

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 1,700 | 1,700 | 1,700 | --- | --- |
| FTE | (41) | (41) | (41) | (---) | (---) |

### Authorization

43 U.S.C. 1732, 1734
P.L. 94-597

The *Federal Land Policy and Management Act (FLPMA) of 1976* authorizes the collection of service charges to finance the costs of certain activities.

### Objective

The objective of this program is to:

- Cover the costs of providing copies of Bureau documents to industry, user organizations and the general public.

### 1990 program

The BLM is the custodian of the official public land records of the United States. Some of these records date back to the very beginnings of the Nation's independence. These records, especially the copies of patents (deeds) transferring ownership of public domain lands to private individuals and other non-Federal parties, are critical links in establishing a clear chain of title to the current ownership of both public and private land. Equally important are copies of official cadastral survey plats and field notes, copies of use authorizations, reservations of easements and rights-of-way, serial register pages and master title plats. The BLM also prepares and prints land status maps and other official documents of use to the public, industry and other groups.

The BLM receives nearly 500,000 requests annually for copies of these official records. In this activity, the BLM recovers the costs of providing copies of official records, including the time required to research old files and books for the correct documents, and costs of administrative processing of requests for such copies, to meet the needs requested by individuals, companies, and organizations outside of the Government. In 1990 the BLM expects to provide over 4 million copies of official records and associated documents and will collect $1.7 million in fees. The increased emphasis on using ALMRS for case management work will enable the BLM to respond to information requests in a more efficient, effective, and less labor intensive manner.

Summary of Requirements by Object Class
(Dollars in thousands)

Appropriation: Service Charges

| | 1990 Base | | 1990 Estimate | | Inc. (+) or Dec. (-) | |
|---|---|---|---|---|---|---|
| | FTE | Amount | FTE | Amount | FTE | Amount |
| **Object Class** | | | | | | |
| 11. Personnel compensation: | | | | | | |
| 11.1 Permanent positions..... | 69 | 1510 | 69 | 1526 | 0 | 16 |
| 11.3 Positions other than permanent.... | 14 | 396 | 14 | 400 | 0 | 4 |
| 11.5 Other special compensation 1/..... | (4) | 165 | (4) | 167 | (0) | 2 |
| Total personnel compensation | 83 | 2071 | 83 | 2093 | 0 | 22 |
| Other Objects | | | | | | |
| 12.1 Personnel benefits..... | | 388 | | 397 | | 9 |
| 21.0 Travel and transportation of persons..... | | 100 | | 100 | | 0 |
| 22.0 Transportation of things..... | | 500 | | 500 | | 0 |
| 23.2 Rental payments to others..... | | 5 | | 5 | | 0 |
| 23.3 Communications, utilities, and miscellaneous charges..... | | 5 | | 5 | | 0 |
| 24.0 Printing and reproduction..... | | 200 | | 200 | | 0 |
| 25.0 Other services..... | | 2356 | | 2325 | | -31 |
| 26.0 Supplies and materials..... | | 300 | | 300 | | 0 |
| 31.0 Equipment..... | | 50 | | 50 | | 0 |
| 32.0 Lands and structures..... | | 25 | | 25 | | 0 |
| Total Requirements | | 6000 | | 6000 | | 0 |

1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

Type size: Point 22 picas Caps 180 Lowercase Caps 210

**STANDARD FORM 300**
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)

| Identification code 14-5017-0-2-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Program by activities: | | | |
| 00.01 Rights-of-way processing..... | 1,865 | 1,700 | 1,700 |
| 00.02 Adopt-a-horse program..... | 887 | 400 | 400 |
| 00.03 Repair of lands and facilities... | 344 | 650 | 650 |
| 00.04 Cost recoverable realty cases.... | 67 | 150 | 150 |
| 00.05 Timber contract expenses..... | 2,069 | 1,400 | 1,400 |
| 00.06 Copy fees..... | 1,465 | 1,700 | 1,700 |
| 10.00 Total obligations..... | 6,697 | 6,000 | 6,000 |
| Financing: | | | |
| 17.00 Recovery of prior year obligations | -149 | --- | --- |
| 21.40 Unobligated balance available, start of year..... | -7,289 | -8,435 | -8,435 |
| 24.40 Unobligated balance available, end of year..... | 8,435 | 8,435 | 8,435 |
| 40.00 Budget authority (appropriation) (indefinite) (special fund) | 7,693 | 6,000 | 6,000 |
| Relation of obligations to outlays: | | | |
| 71.00 Obligations incurred, net..... | 6,697 | 6,000 | 6,000 |
| 72.40 Obligated balance, start of year. | 172 | 1,690 | 726 |
| 74.40 Obligated balance, end of year... | -1,690 | -726 | -726 |
| 78.00 Adjustments in unexpired accounts | -149 | --- | --- |
| 90.00 Outlays..... | 5,030 | 6,964 | 6,000 |

Type size: Format 12 Pica Pitch 10 Underscore Class 210

**STANDARD FORM 300**
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Object Classification (in thousands of dollars)

| Identification code 14-5017-0-2-302 | | 1988 actual | 1989 estimate | 1990 estimate |
|---|---|---|---|---|
| | Personnel compensation: | | | |
| 11.1 | Full-time permanent | 1,601 | 1,510 | 1,526 |
| 11.3 | Other than full-time permanent | 420 | 396 | 400 |
| 11.5 | Other personnel compensation | 175 | 165 | 167 |
| 11.9 | Total personnel compensation | 2,196 | 2,071 | 2,093 |
| 12.1 | Civilian personnel benefits | 397 | 388 | 397 |
| 21.0 | Travel and transportation of persons | 69 | 100 | 100 |
| 22.0 | Transportation of things | 787 | 500 | 500 |
| 23.2 | Rental payments to others | 17 | 5 | 5 |
| 23.3 | Communications, utilities, and miscellaneous charges | 2 | 5 | 5 |
| 24.0 | Printing and reproduction | 184 | 200 | 200 |
| 25.0 | Other services | 2,732 | 2,356 | 2,325 |
| 26.0 | Supplies and materials | 274 | 300 | 300 |
| 31.0 | Equipment | 29 | 50 | 50 |
| 32.0 | Land and structures | 10 | 25 | 25 |
| 99.9 | Total obligations | 6,697 | 6,000 | 6,000 |

Type size:
point 22 pica
Caps 180
d underscore
Caps 210

**STANDARD FORM 300**
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Personnel Summary

| Identification code 14-5017-0-2-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Total number of full-time permanent positions | 76 | 69 | 69 |
| Total compensable workyears: | | | |
| Full-time equivalent employment | 91 | 83 | 83 |
| Full-time equivalent of overtime and holiday hours | 5 | 4 | 4 |
| Average GS grade | 9.30 | 9.30 | 9.30 |
| Average GS salary | 28,843 | 29,874 | 30,180 |

## Appropriation Summary Statement

**Appropriation: Miscellaneous Trust Funds (Indefinite)**

This account includes two indefinite trust fund appropriations is as follows:

**Land and Resource Management Trust Fund** - Monies are contributed by private entities or non-Federal organizations for: 1) resource development, protection and management; 2) conveyance of lands omitted in original surveys; and 3) for public surveys requested by individuals.

**Trustee Funds, Alaska Townsites** - Monies are derived from the sale of Alaska town lots to non-natives and are available to cover the expenses of the sale and maintenance of townsites.

**Miscellaneous Trust Funds (Indefinite)**

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under Section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

*(43 U.S.C. 315h, 315i, 355, 759, 761, 1721, 1737; 31 U.S.C. 1321; 48 Stat. 1224-36, Department of the Interior and Related Agencies Appropriations Act, 1989.)*

**Appropriation: Miscellaneous Trust Funds**

**Appropriation language and citations:**

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under Section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under Section 211(b) of that Act, to remain available until expended.

43 U.S.C. 315h
43 U.S.C. 315i
43 U.S.C. 355
43 U.S.C. 759
43 U.S.C. 761
43 U.S.C. 1721
43 U.S.C. 1737
31 U.S.C. 1321 (a)(47),(48)
48 Stat. 1224-36
P.L. 100-446

*43 U.S.C. 315h, 315i* provide for the Secretary of the Interior to accept contributions for administration, protection and improvement of grazing lands and for these funds to be deposited into the Treasury in a trust fund and permanently appropriated for use by the Secretary.

*43 U.S.C. 355*, repealed by FLPMA (1976), provided for the sale of town lots to non-Native Alaskans.

*43 U.S.C. 759* provides for accomplishment of public surveys of whole townships through a trust fund; deposits for expenses deemed appropriate.

*43 U.S.C. 761* provides for refunds from trust funds established in *43 U.S.C 759* of costs in excess of expenses.

*43 U.S.C. 1721(b)* provides for the donation of funds for surveys of omitted lands.

*43 U.S.C. 1737(c)* provides for funds to be contributed for: 1) resource development, protection, and management, 2) conveyance of lands omitted in original surveys, and 3) public surveys requested by individuals, to be placed in a separate account in the treasury and to be available until expended.

*31 U.S.C. 1321(a) (47) and (48)* classify the activities of "Expenses, public survey work, general" and "Expenses, public survey work, Alaska" as trust funds.

*48 Stat. 1224-36* provides for payments in advance for public surveys.

*Public Law 100-446, Department of the Interior and Related Agencies Appropriations Act, 1989*, provides the current appropriation of FLPMA-authorized contributions, and makes funds available until expended.

## Summary of Requirements

(dollars in thousands)

APPROPRIATION: MISCELLANEOUS TRUST FUNDS (Indefinite)

| | FTE | Amount | FTE | Amount |
|---|---|---|---|---|
| Appropriation currently available, 1989 | | | 20 | 700 |
| 1990 BASE BUDGET | | | 20 | 700 |
| TOTAL REQUIREMENTS (1990 estimate) | | | 20 | 700 |

| Comparison by activities/ subactivities | 1988 FTE | 1988 Actual Amount | 1989 Enacted FTE | 1989 Enacted to Date Amount | 1990 Base FTE | 1990 Base Amount | 1990 Estimate FTE | 1990 Estimate 1/ Amount | Inc./Dec. from 1989 FTE | Inc./Dec. from 1989 Amount | Inc./Dec. from 1990 Base FTE | Inc./Dec. from 1990 Base Amount |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 1. Land and Resource Management | | | | | | | | | | | | |
| a. Current | 44 | 3453 | 20 | 100 | 20 | 100 | 20 | 100 | 0 | 0 | 0 | 0 |
| b. Permanent | 28 | 1371 | 28 | 599 | 28 | 599 | 28 | 599 | | | | |
| 2. Trustee, Alaska Townsites (Permanent) | 0 | 3 | 0 | 1 | 0 | 1 | 0 | 1 | 0 | 0 | 0 | 0 |
| Total Requirements | 72 | 4827 | 48 | 700 | 48 | 700 | 48 | 700 | 0 | 0 | 0 | 0 |
| Current Appropriation (Indefinite) | | (3453) | | (100) | | (100) | | (100) | | | | |
| Permanent Appropriation (Indefinite) | | (1374) | | (600) | | (600) | | (600) | | | | |

1/ These appropriations are for indefinite amounts, and actual appropriations depend upon the amounts contributed or donated from non-Federal sources to accomplish work authorized to be performed by BLM under these authorities. Actual amounts will vary from estimates.

## Justification of Program and Performance

| | |
|---|---|
| Appropriation: | Miscellaneous Trust Funds (Indefinite) |
| Activities: | Land and Resource Management Trust Fund and Trustee Funds, Alaska Townsites |

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 700 | 700 | 700 | --- | --- |
| FTE | (48) | (48) | (48) | (---) | (---) |

### Authorization

43 U.S.C. 1721, 1737
P.L. 94-579

The *Federal Land Policy and Management Act (FLPMA) of 1976* provides for the acceptance of contributed money or services for: 1) resource development, protection and management; 2) conveyance of omitted lands to States or their political subdivisions; and 3) conducting public surveys requested by individuals; provided that estimated costs are paid prior to project initiation.

43 U.S.C. 315h

The *Taylor Grazing Act of 1934*, as amended, provides for acceptance of contributions for range improvement purposes.

43 U.S.C. 355

The *Act of March 3, 1891, (Sec. 11)* provided for the sale of town lots to non-Native Alaskans. This Act was repealed by FLPMA (1976). The Alaska trust funds authorized by 31 U.S.C. 1321(a) provide for survey and deed recordation of town lots occupied prior to FLPMA.

### Objectives

- Provide for resource development, protection and management through the utilization of contributions of money and services; and
- Provide public surveys when estimated costs are contributed in advance.

### 1990 program

#### LAND AND RESOURCE MANAGEMENT TRUST FUND

The 1990 Estimate is $699,000 and 48 FTE. This program provides for performance of certain cadastral surveys, conservation practices, and administrative actions by the BLM, financed by contributions of money from private individuals, companies, user organizations, and other non-Federal agencies. Contributions must be received and deposited before the BLM begins work on the project, and any monies remaining after completion of the project are returned to the contributor. In recent years, contributions for resource development, protection and management have included such diverse projects as range improvements, ORV recreation area maintenance, and protection of endangered species. The acceptance of contributions is authorized by Sections 211 (omitted lands) and 307(c) (studies, cooperative agreements, and

contributions) of FLPMA. Included in the 1990 program are estimated contributions from the State of California Off-Highway Vehicle license ("green sticker") funds and used by BLM for the development, maintenance and operation of benefiting projects on BLM-administered Public Lands in the State of California.

Acceptance of contributions is also authorized by the Taylor Grazing Act (43 U.S.C. 315h) for rangeland improvements, and by 43 U.S.C. 759, 761, and 31 U.S.C. 1321(a), for public surveys; and these contributions are permanently appropriated as trust funds to the Secretary for such uses by those Acts.

**TRUSTEE FUNDS, ALASKA TOWNSITES**

The 1990 Estimate is $1,000.

Alaska town lot purchasers pay the cost of survey and deed recordation plus $25. (Native Alaskans are exempt from payment.) The sale of lots was originally authorized by the Act of March 3, 1891, which was repealed by FLPMA. The Comptroller General Opinion of November 18, 1935 and 31 U.S.C. 1321 authorize the trust funds. Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, activity in this appropriation is extremely low.

Summary of Requirements by Object Class
(dollars in thousands)

Appropriation: Miscellaneous Trust Funds

| | 1990 Base | | 1990 Estimate | | Inc. (+) or Dec. (-) | |
|---|---|---|---|---|---|---|
| | FTE | Amount | FTE | Amount | FTE | Amount |
| **Object Class** | | | | | | |
| 11. Personnel compensation: | | | | | | |
| 11.1 Permanent positions..... | 40 | 754 | 40 | 757 | 0 | 3 |
| 11.3 Positions other than permanent.... | 8 | 372 | 8 | 373 | 0 | 1 |
| 11.5 Other special compensation 1/..... | (4) | 65 | (4) | 66 | (0) | 1 |
| Total personnel compensation | 48 | 1191 | 48 | 1196 | 0 | 5 |
| Other Objects | | | | | | |
| 12.1 Personnel benefits..... | | 159 | | 161 | | 2 |
| 21.0 Travel and transportation of persons..... | | 400 | | 400 | | 0 |
| 22.0 Transportation of things..... | | 50 | | 15 | | -35 |
| 23.2 Rental payments to others..... | | 30 | | 5 | | -25 |
| 23.3 Communications, utilities, and miscellaneous charges..... | | 60 | | 10 | | -50 |
| 24.0 Printing and reproduction..... | | 40 | | 0 | | -40 |
| 25.0 Other services..... | | 226 | | 42 | | -184 |
| 26.0 Supplies and materials..... | | 75 | | 25 | | -50 |
| 31.0 Equipment..... | | 20 | | 0 | | -20 |
| Total Requirements | | 2251 2/ | | 1854 2/ | | -397 |

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1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

2/ Includes obligations of $1,551,000 in 1989 and $1,154,000 in 1990 from carryover balances for the Land and Resource Management Trust Fund.

Type size:
8 point 22 picas
Case 180
Red undersore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

| Identification code 14-9971-0-7-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Program by activities: | | | |
| 00.01 Land and resource management trust fund | 6,590 | 2,151 | 1,754 |
| 00.02 Trustee funds, Alaska townsites | 23 | 100 | 100 |
| 10.00 Total obligations | 6,613 | 2,251 | 1,854 |
| Financing: | | | |
| 17.00 Recovery of prior year obligations | -174 | --- | --- |
| 21.40 Unobligated balance available, start of year | -6,693 | -5,081 | -3,530 |
| 24.40 Unobligated balance available, end of year | 5,081 | 3,530 | 2,376 |
| 39.00 Budget authority | 4,827 | 700 | 700 |
| Budget authority: | | | |
| 40.00 Appropriation (indefinite) | 3,453 | 100 | 100 |
| 60.00 Appropriation (permanent, indefinite) | 1,374 | 600 | 600 |
| Relation of obligations to outlays: | | | |
| 71.00 Obligations incurred, net | 6,613 | 2,251 | 1,854 |
| 72.40 Obligated balance, start of year | 787 | 2,645 | 3,217 |
| 74.40 Obligated balance, end of year | -2,645 | -3,217 | -4,371 |
| 78.00 Adjustments in unexpired accounts | -174 | --- | --- |
| 90.00 Outlays | 4,582 | 1,679 | 700 |
| Distribution of budget authority by account: | | | |
| Land and resource management trust fund | 4,824 | 699 | 699 |
| Trustee funds, Alaska townsites | 3 | 1 | 1 |
| Distribution of outlays by account: | | | |
| Land and resource management trust funds | 4,558 | 1,678 | 699 |
| Trustee funds, Alaska townsites | 24 | 1 | 1 |



U.S. GPO: 1981 O - 341-576 (05-500)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

**STANDARD FORM 300**
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Object Classification (in thousands of dollars)

| Identification code 14-9971-0-7-302 | | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|---|
| | Personnel compensation: | | | |
| 11.1 | Full-time permanent | 1,114 | 754 | 757 |
| 11.3 | Other than full-time permanent | 557 | 372 | 373 |
| 11.5 | Other personnel compensation | 92 | 65 | 66 |
| 11.8 | Special personal services payment | 1 | --- | --- |
| 11.9 | Total personnel compensation | 1,764 | 1,191 | 1,196 |
| 12.1 | Civilian personnel benefits | 229 | 159 | 161 |
| 21.0 | Travel and transportation of persons | 395 | 400 | 400 |
| 22.0 | Transportation of things | 324 | 50 | 15 |
| 23.2 | Rental payments to others | 26 | 30 | 5 |
| 23.3 | Communications, utilities, and miscellaneous charges | 63 | 60 | 10 |
| 24.0 | Printing and reproduction | 44 | 40 | --- |
| 25.0 | Other services | 611 | 226 | 42 |
| 26.0 | Supplies and materials | 847 | 75 | 25 |
| 31.0 | Equipment | 105 | 20 | --- |
| 32.0 | Land and structures | 2,205 | --- | --- |
| 99.9 | Total obligations | 6,613 | 2,251 | 1,854 |

331 : 1981 O - 361-526 (6/81)

Type size:
8 point 22 picas
Case 180
Red underscore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Personnel Summary

| Identification code 14-9971-0-7-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Total number of full-time permanent positions | 60 | 40 | 40 |
| Total compensable workyears: | | | |
| Full-time equivalent employment | 72 | 48 | 48 |
| Full-time equivalent of overtime and holiday hours | 4 | 4 | 4 |
| Average GS grade | 9.30 | 9.30 | 9.30 |
| Average GS salary | 28,843 | 29,874 | 30,180 |

**Appropriation: Recreation Development and Operation of Recreation Facilities**

Prior to December 22, 1987, recreation user fees collected by the Bureau of Land Management (BLM) were deposited in the Land and Water Conservation Fund (LWCF). The Omnibus Budget Reconciliation Act of 1987 (P.L. 100-203) amended the LWCF Act and provided for deposit of recreation fees collected by the BLM to be deposited to a special account. Under the authority of Public Law 100-203, these receipts are available for appropriation to the BLM for recreation management activities, including resource protection, research, interpretation, permit issuance and monitoring, and operation and maintenance of recreation facilities. No funds are requested under this appropriation; however, up to $1,200,000 of the request for recreation related program activities covered in the "Management of Lands and Resources" appropriation is to be derived from these recreation fee receipts.

Type size:
8 point 22 picas
Case 180
Red undercover
Case 210

**STANDARD FORM 300**
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RECREATION DEVELOPMENT AND OPERATION OF RECREATION FACILITIES
Program and Financing (in thousands of dollars)

| Identification code 14-5011-0-2-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Financing: | | | |
| 21.40 Unobligated balance available, start of year | -19 | -18 | -18 |
| 24.40 Unobligated balance available, end of year | 18 | 18 | 18 |
| 39.00 Budget authority | --- | --- | --- |
| Relation of obligations to outlays: | | | |
| 71.00 Obligations incurred, net | --- | --- | --- |
| 90.00 Outlays | --- | --- | --- |



193 - 1964 - 7 - Pol-Ch. 6-103

**Appropriation: Special Acquisition of Lands and Minerals (Permanent)**

This account was established to identify the monetary effect of the issuance and use of monetary credits or bidding rights authorized by Congress for acquisition of non-Federal interests in the Rattlesnake National Recreation Area (NRA) and Wilderness Area, and the acquisition of any other private mineral interests in the wilderness areas specifically authorized and directed by an Act of Congress.

The major activities covered by this account are:

**Rattlesnake NRA and Wilderness Area.** Represents the monetary value of bidding rights accrued from interest adjustments to the initial bidding rights issued under the authority of P.L. 96-476 as amended by section 7 of the Lee Metcalf Wilderness and Management Act of 1983. The bidding rights may be used as monetary credits against that portion of bonus payments, rentals or royalty payments paid under the Mineral Leasing Act of 1920 as amended, into the Treasury of the U.S. and retained by the Federal Government on any Federal coal lease won or otherwise held by the holder. The value of unused bidding rights increases at a rate set quarterly by the Secretary of the Treasury, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717).

**Northern Cheyenne Indian Reservation.** Section 3 of P.L. 96-401 provides for cancellation of certain coal leases and permits on the Northern Cheyenne Indian Reservation in Montana. The Secretary of the Interior was authorized to consummate cancellation agreements to compensate lessees and permittees for the cancellation of their leases or permits. Compensation is to be in the form of noncompetitive coal leases off the reservation or certificate of bidding rights or both. To date, bidding rights have been issued only in the Peabody Coal Company settlement. The bidding rights granted did not accrue interest.

This is permanent authority not requiring current Congressional action.

**Activity: Special Acquisition of Lands and Minerals**

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 1,300 | 1,300 | 1,300 | --- | --- |
| FTE | (---) | (---) | (---) | (---) | (---) |

**Authorization**

16 U.S.C. 460 11-3
P.L. 97-476

The *Rattlesnake Recreation Area and Wilderness Act of 1980*. Section 4 of the Act authorized the Secretary of the Interior to accept title to private lands within the Rattlesnake Recreation Area and Rattlesnake Wilderness Area in exchange for bidding rights equal to the fair market value of such lands.

16 U.S.C. 460 11-3
P.L. 98-140

Section 7 of the *Lee Metcalf Wilderness and Management Act of 1983* amended P.L. 96-476 to provide that the bidding rights may be used as a monetary credit, which shall be considered "money" within the meaning of section 35 of the Mineral Leasing Act of 1920, against the Federal portion of bonus payments, rental or royalty payments for Federal coal leases, and that the Secretary shall consummate the exchange of lands owned by Montana Power Company within the area by issuing bidding rights equal to the negotiated cash equivalent of the fair market value of such Montana Power Company lands.

P.L 96-401

Section 3 of *" An act relating to certain leases involving the Secretary of the Interior and the Northern Cheyenne Indian Reservation,"* provides for the cancellation of 6 coal leases and 11 permits on the Northern Cheyenne Indian Reservation in Montana. The Secretary of the Interior was authorized to consummate cancellation agreements with the lessees and permittees to compensate them for the cancellation of their leases or permits. Compensation was to be in the form of noncompetitive coal leases off the reservation or certificates of bidding rights or both.

**Objective**

The objective of this program is to:

- account for the monetary equivalent of bidding rights issued and adjustments to the value of such rights issued pursuant to special legislation relating to acquisition of land or mineral rights.

1990 program

**Rattlesnake NRA and Wilderness Area**

On November 19, 1983, pursuant to P.L. 97-476, as amended, BLM issued bidding rights equal to $14,300,000 to the Montana Power Company for its rights within the Rattlesnake NRA and Wilderness in the State of Montana.

The certificate of bidding rights provided that the bidding rights granted may be used as monetary credits of no more than 50 percent of that portion of bonus payments, rentals, or royalty payments paid under the Mineral Lands Leasing Act of 1920, as amended (31 U.S.C. 191), into the Treasury of the United States and retained by the Federal Government on any Federal coal lease won or otherwise held by the Montana Power Company, its successors and assigns, with the balance to be paid in cash. The cash is applied to the State's 50 percent share of these payments.

To exercise these bidding rights, the certificate holder shall notify the appropriate office of the Minerals Management Service (MMS) or the appropriate State Office of the Bureau of Land Management, by submitting a Bidding Rights Use Notice.

The value of bidding rights will increase at a rate set quarterly by the Secretary of the Treasury and published in the Federal Register, pursuant to section 11 of the Debt Collection Act of 1982 (31 U.S.C. 3717).

Interest will be compounded quarterly and computed on the average daily balance of the bidding rights plus accrued interest during each calendar quarter.

All rights granted shall continue until fully used, or if not fully used, no later than November 1, 1995, unless the eligibility period is extended.

Bidding rights may be assigned to any entity in minimum amounts of $100,000.

**Northern Cheyenne Indian Reservation**

On September 24, 1985, pursuant to P.L. 96-401, BLM issued bidding rights of about $3,170,000 to Peabody Coal Company for its rights within the Northern Cheyenne Indian Reservation in Montana. The bidding rights granted do not accrue interest.

The certificate of bidding rights provided that the bidding rights granted may be used as monetary credits against bonus payments paid under the Mineral Land Leasing Act of 1920, as amended (31 U.S.C. 191) for any Federal coal lease won at competitive sales, by the Peabody Coal Company, its successor and assigns.

All rights granted shall continue until fully used, or if not fully used, not later than September 30, 2005, and bidding rights may be assigned in minimum amounts of $100,000.

**Summary**

As of September 30, 1988, the value of the total outstanding unused bidding rights was $8,475,300.35. Interest is currently paid at a rate of 6% on the outstanding bidding rights where applicable.

The 1990 amount represents only interest adjustments to unexercised bidding rights for Rattlesnake NRA and Wilderness Area at current Treasury rates. It is permanent authority to borrow, requiring no current Congressional action.

Type size:
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Case 180
Red undersCore
Case 210

STANDARD FORM 300
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SPECIAL ACQUISITION OF LANDS AND MINERALS
Program and Financing (in thousands of dollars)

| Identification code 14-1117-0-1-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Program by activities: | | | |
| 10.00 Total obligations (object class 43.0)..... | --- | 1,300 | 1,300 |
| Financing: | | | |
| 67.10 Authority to borrow (Public Law 96-476, as amended)..... | --- | 1,300 | 1,300 |
| Relation of obligations to outlays: | | | |
| 71.00 Obligations incurred, net..... | --- | 1,300 | 1,300 |
| 90.00 Outlays..... | --- | 1,300 | 1,300 |

## Appropriation Summary Statement

**Appropriation: Operations and Maintenance of Quarters (Permanent)**

This permanent appropriation provides for the maintenance of quarters used by BLM employees in areas where other housing alternatives are unavailable. Expenses are financed by collections received in the form of quarters rental payments. This account was established in 1986 and operates under provisions of Section 320 of the 1985 Department of the Interior and Related Agencies Appropriations Act and as amended by Section 316 of the 1989 Appropriations Act.

## Justification of Program and Performance

**Appropriation:** Operation and Maintenance of Quarters

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 250 | 250 | 250 | --- | --- |
| FTE | (3) | (3) | (3) | (---) | (---) |

### Authorization

P.L. 98-473 — *The 1985 Appropriations Act for the Department of the Interior and Related Agencies*, Section 320, established a permanent account in each bureau for the operation and maintenance of quarters starting with 1985 and each fiscal year thereafter.

### Objective

The objective of this account is to:

- Maintain and repair all BLM employee occupied quarters from which quarters rental charges are collected.

### 1990 program

Agencies are required to collect quarters rental and use charges from employees who occupy Government-owned housing and quarters. Such housing is provided only in isolated locations where other suitable housing is not available from the private sector or where the employee is required to live on-site at a Federally-owned facility or reservation.

Section 320 of the 1985 Appropriations Act for the Department of the Interior and Related Agencies as amended by Section 316 of the 1989 Appropriations Act, requires that quarters rental charges collected be deposited in a special fund to remain available until expended for the maintenance and operation of quarters. The funds are used to maintain, repair and recondition BLM owned housing to keep the facilities in safe, healthful and usable condition.

Type size:
9 point 22 picas
Case 180
Red undercore
Case 210

**STANDARD FORM 300**
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Program and Financing (in thousands of dollars)

| Identification code 14-5048-0-2-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Program by activities: | | | |
| 10.00 Total obligations | 228 | 250 | 250 |
| Financing: | | | |
| 17.00 Recovery of prior year obligations | -3 | --- | --- |
| 21.40 Unobligated balance available, start of year | -192 | -181 | -181 |
| 24.40 Unobligated balance available, end of year | 181 | 181 | 181 |
| 60.00 Budget authority (permanent, indefinite)(special fund) | 214 | 250 | 250 |
| Relation of obligations to outlays: | | | |
| 71.00 Obligations incurred, net | 228 | 250 | 250 |
| 72.40 Obligated balance, start of year | 18 | 41 | 41 |
| 74.40 Obligated balance, end of year | -41 | -41 | -41 |
| 78.00 Adjustments in unexpired accounts | -3 | --- | --- |
| 90.00 Outlays | 202 | 250 | 250 |

Type size:
8 point 22 pica
Case 180
Red underscore
Case 210

**STANDARD FORM 300**
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Object Classification (in thousands of dollars)

| Identification code 14-5048-0-2-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Personnel compensation: | | | |
| 11.1 Full-time permanent | 83 | 97 | 97 |
| 11.3 Other than full-time permanent | 11 | --- | --- |
| 11.5 Other personnel compensation | 1 | --- | --- |
| 11.9 Total personnel compensation | 95 | 97 | 97 |
| 12.1 Civilian personnel benefits | 16 | 17 | 17 |
| 21.0 Travel and transportation of persons | 1 | 3 | 2 |
| 22.0 Transportation of things | 4 | 10 | 10 |
| 23.2 Rental payments of others | 4 | --- | --- |
| 25.0 Other services | 27 | 53 | 54 |
| 26.0 Supplies and materials | 62 | 35 | 35 |
| 31.0 Equipment | 19 | 10 | 10 |
| 32.0 Land and structures | --- | 25 | 25 |
| 99.9 Total obligations | 228 | 250 | 250 |

Type size:
8 point 22 picas
Cap 180
Red underscore
Case 210

**STANDARD FORM 300**
July 1984, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OPERATION AND MAINTENANCE OF QUARTERS
Personnel Summary

| Identification code 14-5048-0-2-302 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Total number of full-time permanent positions | 3 | 3 | 3 |
| Total compensable workyears: Full-time equivalent employment | 3 | 3 | 3 |
| Average GS grade | 9.30 | 9.30 | 9.30 |
| Average GS salary | 28,843 | 29,874 | 30,180 |

## Appropriation: Miscellaneous Permanent Appropriations

The majority of these appropriations provide for sharing receipts collected from the sale, lease, or use of Public Lands and resources with States and counties. BLM distributes these funds in accordance with various laws that specify the percentages to be paid and, in some cases, how the States and counties must use these funds.

Also included is the permanent appropriation of funds collected from commercial road users on roads maintained by the Bureau in lieu of user maintenance. This is normally applicable to roads subject to heavy, continuous use involving several users at a time such as mainline timber access roads in western Oregon. The funds are permanently appropriated by statute and, therefore, do not require an annual appropriation.

The following activities are included within the total appropriation:

1. Payments to Oklahoma (royalties);
2. Payments to Coos and Douglas Counties, Oregon, receipts from Coos Bay Wagon Road grant lands;
3. Payments to counties, Oregon and California grant lands;
4. Payments to States (proceeds of sales);
5. Payments to States from grazing receipts, etc., public lands outside grazing districts;
6. Payments to States from grazing receipts, etc., public lands within grazing districts;
7. Payments to States from grazing receipts, etc., public land within grazing districts, miscellaneous;
8. Payments to Alaska, National Petroleum Reserve;
9. Payments to counties, National Grasslands;
10. Expenses, road maintenance deposits;
11. Payments to Nevada from receipts on land sales; and
12. Payments from proceeds, sale of water.

The 1990 President's Budget proposes a new mechanism to fund Federal Firefighting program costs through a permanent, indefinite appropriation. To partially replenish the General Funds of the Treasury for fire program costs a portion of the receipts from the Oregon and California Grant Lands would be deducted before making any distribution. Consequently, the permanent appropriation of Payments to O&C Counties from the receipts as a result of this proposal would be reduced by an estimated $13,790,000. A legislative proposal to authorize such deductions will be transmitted separately.

## Summary of Requirements

(dollars in thousands)

**APPROPRIATION: MISCELLANEOUS PERMANENT APPROPRIATIONS**

| | FTE | Amount | FTE | Amount |
|---|---|---|---|---|
| Appropriation currently available, 1989 | | | 80 | 98,091 |
| 1990 BASE BUDGET | | | 80 | 98,091 |
| TOTAL REQUIREMENTS (1990 estimate) | | | 80 | 74,501 |

| Comparison by activities/ subactivities | 1988 | | 1989 Actual Enacted to Date | | 1990 Base | | 1990 Estimate | | Inc./Dec. from 1989 | | Inc./Dec. from 1990 Base | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount | FTE | Amount |
| 1. Payments to Oklahoma (royalties) | 0 | 3 | 0 | 4 | 0 | 4 | 0 | 4 | 0 | 0 | 0 | 0 |
| 2. Payments to Coos and Douglas counties, Oregon, Coos Bay Wagon Road grant lands | 0 | 0 | 0 | 580 | 0 | 580 | 0 | 580 | 0 | 0 | 0 | 0 |
| 3. Payments to counties, Oregon and California grant lands | 0 | 165840 | 0 | 84700 | 0 | 84700 | 0 | 61110 | 0 | -23590 | 0 | -23590 |
| 4. Payments to States (proceeds of sales) | 0 | 1364 | 0 | 640 | 0 | 640 | 0 | 640 | 0 | 0 | 0 | 0 |
| 5. Payments to States from grazing receipts, etc., public lands outside grazing districts | 0 | 1904 | 0 | 1134 | 0 | 1134 | 0 | 1134 | 0 | 0 | 0 | 0 |
| 6. Payments to States from grazing receips etc., public lands within grazing districts | 0 | 2885 | 0 | 1729 | 0 | 1729 | 0 | 1729 | 0 | 0 | 0 | 0 |
| 7. Payments to States from grazing receipts etc., public lands within grazing districts misc. | 0 | 5 | 0 | 3 | 0 | 3 | 0 | 3 | 0 | 0 | 0 | 0 |
| 8. Payments to Alaska, National Petroleum Reserve | 0 | 1002 | 0 | 1350 | 0 | 1350 | 0 | 1350 | 0 | 0 | 0 | 0 |
| 9. Payments to Counties, National Grasslands | 0 | 541 | 0 | 501 | 0 | 501 | 0 | 501 | 0 | 0 | 0 | 0 |
| 10. Expenses, road maintenance deposits. | 84 | 8647 | 80 | 7000 | 80 | 7000 | 80 | 7000 | 0 | 0 | 0 | 0 |
| 11. Payments to Nevada from receipts on land sales | 0 | 420 | 0 | 450 | 0 | 450 | 0 | 450 | 0 | 0 | 0 | 0 |
| 12. Payments from proceeds-sale of water | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL REQUIREMENTS | 84 | 182611 | 80 | 98091 | 80 | 98091 | 80 | 74501 | 0 | -23590 | 0 | -23590 |

**Activity: Payments to Oklahoma (royalties)**

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 4 | 4 | 4 | --- | --- |
| FTE | (---) | (---) | (---) | (---) | (---) |

In accordance with 65 Stat. 252, the State of Oklahoma is paid 37 1/2 percent of the Red River oil and gas royalties in lieu of State and local taxes on Kiowa, Comanche, and Apache Tribal lands. These funds are to be used for construction and maintenance of public roads and support of public schools.

**Activity: Payments to Coos and Douglas Counties, Oregon, for Coos Bay Wagon Road Grant Lands**

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 580 | 580 | 580 | --- | --- |
| FTE | (---) | (---) | (---) | (---) | (---) |

In accordance with 54 Stat. 753-754, payments in lieu of taxes are made to Coos and Douglas counties out of receipts from the Coos Bay Wagon Road grant lands in Oregon. These payments are used for schools, roads, highways, bridges, and port districts and are paid at the same ad valorem tax rate as private lands.

**Activity: Payments to Counties, Oregon and California (O&C) Grant Lands**

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 84,700 | 84,700 | 61,110 | -23,590 | -23,590 |
| FTE | (---) | (---) | (---) | (---) | (---) |

In accordance with 39 Stat. 218 and 50 Stat. 876, as modified by annual appropriations acts, 50 percent of the receipts to the Oregon and California grant land fund are paid to the counties in which the lands are situated, to be used as other county funds.

The 1990 Estimate reflects a reduction of $13,790,000 as a result of the proposal to partially off-set Federal fire program costs from mineral and timber receipts. In the absence of that proposal, the 1990 Estimate would be $74,900,000 a decrease of $9,800,000 from the 1989 Enacted and 1990 Base levels.

**Decrease from 1990 Base**

*(dollars in thousands)*

| | 1990 Base | 1990 Estimate | Difference |
|---|---|---|---|
| $ | 84,700 | 61,110 | -23,590 |
| FTE | (---) | (---) | (---) |

A decrease of $23,590,000 is proposed for 1990.

Of this decrease, $9,800,000 is due to a projected reduction in receipts from timber sold in the O&C timberlands. This decrease in receipts represents a lower level of anticipated harvest than in previous years and is due to several factors: 1) the previous 2 years harvest levels have been abnormally high due to accelerated harvests because of favorable market conditions and the salvage of fire damaged timber, and 2) lower volume was offered for sale during 1988 and 1989 due to an injunction which severely limited the amount of old growth timber that could be sold. This decreased is partially offset by an anticipated increase in market price from the proposed elimination of the log export restrictions.

An additional decrease of $13,790,000 is associated with the proposal to partially offset Federal firefighting program costs with reductions from Federal timber and mineral receipts prior to distributing those receipts. The total deduction from O&C receipts would be $27,580,000 resulting in a decreased payment to O&C counties of $13,790,000.

**Activity: Payments to States (proceeds of sales)**

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 640 | 640 | 640 | --- | --- |
| FTE | (---) | (---) | (---) | (---) | (---) |

In accordance with the Department of the Interior and Related Agencies Appropriations Act of 1952 (P.L. 82-136), the States are paid 5 percent of the net proceeds (4 percent of gross proceeds) from the sale of Public Land and Public Land products. These payments are to be used for educational purposes or for construction of public roads and improvements.

**Activity: Payments to States from grazing receipts, etc., public lands outside grazing districts**

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 1,134 | 1,134 | 1,134 | --- | --- |
| FTE | (---) | (---) | (---) | (---) | (---) |

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315i and 315m), the States are paid 50 percent of the grazing fee receipts from Public Lands outside of organized grazing districts. The 1990 Estimate is based on a continuation of the 1988 grazing fee of $1.54/AUM.

**Activity: Payments to States from grazing receipts, etc., public lands within grazing districts**

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 1,729 | 1,729 | 1,729 | --- | --- |
| FTE | (---) | (---) | (---) | (---) | (---) |

In accordance with the Taylor Grazing Act of 1934 (43 U.S.C. 315b and 315i), the States are paid 12 1/2 percent of the grazing fee receipts from lands within organized grazing district boundaries. The 1990 Estimate is based on a continuation of the 1988 grazing fee of $1.54/AUM.

**Activity: Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous**

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 3 | 3 | 3 | --- | --- |
| FTE | (---) | (---) | (---) | (---) | (---) |

In accordance with 43 U.S.C. 315, the States are paid specifically determined amounts from grazing fee receipts from miscellaneous lands within grazing districts when payment is not feasible on a percentage basis. The 1990 Estimate is based on a continuation of the 1988 grazing fee of $1.54/AUM.

**Activity: Payments to Alaska, National Petroleum Reserve**

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 1,350 | 1,350 | 1,350 | --- | --- |
| FTE | (---) | (---) | (---) | (---) | (---) |

In accordance with 94 Stat. 1964, Alaska is paid 50 percent of the receipts from sales, bonuses, royalties, and rentals resulting from the leasing of oil and gas in the National Petroleum Reserve in Alaska for use in planning, construction, maintenance, and operation of essential public facilities and other necessary provisions of public service.

## Activity: Payments to counties, National Grasslands

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 501 | 501 | 501 | --- | --- |
| FTE | (---) | (---) | (---) | (---) | (---) |

In accordance with 7 U.S.C. 1012, 25 percent of the revenues received from the use of National Grasslands, including mineral leasing, is paid to the counties in which such lands are located. These funds are used for schools and roads.

## Activity: Road Maintenance Deposits

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 7,000 | 7,000 | 7,000 | --- | --- |
| FTE | (80) | (80) | (80) | (---) | (---) |

Public Law 94-579 (43 U.S.C. 1762(c)) (FLPMA) provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are appropriated to BLM for road maintenance. Applicable roads are normally subject to heavy, continuous use by several users. Mainline timber access roads in western Oregon fall into this category. Monies collected on Oregon and California grant lands are available for those lands only (43 U.S.C. 1735(b)), excluding $150,000, which is earmarked for administrative expenses.

These road maintenance deposit funds are used in combination with funds appropriated in the "O&C Grant Lands" appropriation for transportation maintenance to accomplish the total level of workload on the BLM western Oregon road system. (See "O&C Grant Lands" justification for a full program description.)

## Activity: Payments to Nevada from receipts on land sales

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | 450 | 450 | 450 | --- | --- |
| FTE | (---) | (---) | (---) | (---) | (---) |

Public Law 96-586 of 1980 (Burton-Santini Act) authorized and directed the sale of up to 700 acres of certain lands in Clark County, Nevada and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin. The Act directed that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred. The funds returned to the State are to be used for the State's general education program, and the monies returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities.

**Activity: Payments from proceeds, sale of water**

*(dollars in thousands)*

| | 1989 Enacted | 1990 Base | 1990 Estimate | Inc. (+) Dec. (-) from 1989 | Inc. (+) Dec. (-) from Base |
|---|---|---|---|---|---|
| $ | --- | --- | --- | --- | --- |
| FTE | (---) | (---) | (---) | (---) | (---) |

Section 40(d) of the Mineral Leasing Act of 1920 (30 U.S.C. 229(a)) provides that when lessees or operators drilling for oil or gas on public lands strike water, water wells may be developed by the Department from the proceeds from sale of water from existing wells.

Funds derived from such proceeds have been consistently recommended for deferral each year by the Administration.

Summary of Requirements by Object Class
(dollars in thousands)

Appropriation: Miscellaneous Permanent Appropriations

| | 1990 Base | | 1990 Estimate | | Inc. (+) or Dec. (-) | |
|---|---|---|---|---|---|---|
| | FTE | Amount | FTE | Amount | FTE | Amount |
| **Object Class** | | | | | | |
| 11. Personnel compensation: | | | | | | |
| 11.1 Permanent positions..... | 67 | 1863 | 67 | 1882 | 0 | 19 |
| 11.3 Positions other than permanent.... | 13 | 481 | 13 | 485 | 0 | 4 |
| 11.5 Other special compensation 1/..... | (4) | 193 | (4) | 195 | (0) | 2 |
| Total personnel compensation | 80 | 2537 | 80 | 2562 | 0 | 25 |
| **Other Objects** | | | | | | |
| 12.1 Personnel benefits..... | | 365 | | 375 | | 10 |
| 22.0 Transportation of things..... | | 1250 | | 1250 | | 0 |
| 23.2 Rental payments to others..... | | 50 | | 50 | | 0 |
| 23.3 Communications, utilities, and miscellaneous charges..... | | 10 | | 10 | | 0 |
| 25.0 Other services..... | | 2068 | | 1943 | | -125 |
| 26.0 Supplies and materials..... | | 710 | | 800 | | 90 |
| 31.0 Equipment..... | | 10 | | 10 | | 0 |
| 41.0 Grants, subsidies, and contributions | | 91091 | | 67501 | | -23590 |
| Total Requirements | | 98091 | | 74501 | | -23590 |

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1/ Overtime FTE is not counted against personnel ceilings and is a non-add item.

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS

SUMMARY OF BUDGET AUTHORITY AND OUTLAYS

(in thousands of dollars)

| | 1988 Actual | 1989 Est. | 1990 Est. |
|---|---|---|---|
| Enacted/requested: | | | |
| Budget authority..... | 182611 | 98091 | 88291 |
| Outlays..... | 82366 | 98091 | 88291 |
| Proposed for later transmittal under proposed legislation: | | | |
| Budget authority..... | 0 | 0 | -13790 |
| Outlays..... | 0 | 0 | -13790 |
| Total: | | | |
| Budget authority..... | 182611 | 98091 | 74501 |
| Outlays..... | 82366 | 98091 | 74501 |

Type size: 8 point 22 picas Case 180 Red undersCore Case 210

**STANDARD FORM 300**
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

| Identification code 14-9921-0-2-999 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Program by activities: | | | |
| 00.01 Payments to Oklahoma (royalties) | 3 | 4 | 4 |
| 00.02 Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands | --- | 580 | 580 |
| 00.03 Payments to counties, Oregon and California grant lands | 165,840 | 84,700 | 74,900 |
| 00.04 Payments to States (proceeds of sales) | 1,364 | 640 | 640 |
| 00.05 Payments to States from grazing receipts, etc., public lands outside grazing districts | 1,904 | 1,134 | 1,134 |
| 00.06 Payments to States from grazing receipts, etc., public lands within grazing districts | 2,885 | 1,729 | 1,729 |
| 00.07 Payments to States from grazing receipts, etc., public lands within districts, miscellaneous | 5 | 3 | 3 |
| 00.08 Payments to Alaska, National Petroleum Reserve | 1,002 | 1,350 | 1,350 |
| 00.09 Payments to counties, national grasslands | 541 | 501 | 501 |
| 00.10 Expenses, road maint. deposits | 8,147 | 7,000 | 7,000 |
| 00.11 Payments to Nevada from receipts on land sales | 420 | 450 | 450 |
| 10.00 Total obligations | 182,111 | 98,091 | 88,291 |
| Financing: | | | |
| 17.00 Recovery of prior year obligations | -54 | --- | --- |
| 21.40 Unobligated balance available, start of year | -2,475 | -3,029 | -3,029 |
| 24.40 Unobligated balance available, end of year | 3,029 | 3,029 | 3,029 |
| 60.00 Budget authority (appropriation (permanent, indefinite) (special fund) | 182,611 | 98,091 | 88,291 |

Type size
8 point 22 picas
Case 180
Red underscore
Case 210

**STANDARD FORM 300**
July 1984, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

| Identification code 14-9921-0-2-999 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Relation of obligations to outlays: | | | |
| 71.00 Obligations incurred, net..... | 182,111 | 98,091 | 88,291 |
| 72.40 Obligated balance, start of year | 955 | 100,646 | 100,646 |
| 74.40 Obligated balance, end of year.. | -100,646 | -100,646 | -100,646 |
| 78.00 Adjustments in unexpired accounts | -54 | --- | --- |
| 90.00 Outlays..... | 82,366 | 98,091 | 88,291 |
| Distribution of budget authority by account: | | | |
| Payments to Oklahoma (royalties)..... | 3 | 4 | 4 |
| Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands..... | --- | 580 | 580 |
| Payments to counties, Oregon and California grant lands..... | 165,840 | 84,700 | 74,900 |
| Payments to States (proceeds of sales)..... | 1,364 | 640 | 640 |
| Payments to States from grazing receipts, etc., public lands outside grazing districts..... | 1,904 | 1,134 | 1,134 |
| Payments to States from grazing receipts, etc., public lands within grazing districts..... | 2,885 | 1,729 | 1,729 |
| Payments to States from grazing receipts, etc., public lands within districts, miscellaneous..... | 5 | 3 | 3 |
| Payments to Alaska, National Petroleum Reserve..... | 1,002 | 1,350 | 1,350 |
| Payments to counties, national grasslands..... | 541 | 501 | 501 |
| Expenses, road maintenance deposits.... | 8,647 | 7,000 | 7,000 |
| Payments to Nevada from receipts on land sales..... | 420 | 450 | 450 |

Type size: 8 point 22 picas Case 19C Red underscore Case 21C

STANDARD FORM 300
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

| Identification code 14-9921-0-2-999 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Distribution of outlays by account: | | | |
| Payments to Oklahoma (royalties)..... | 3 | 4 | 4 |
| Payments to Coos and Douglas Counties, Oregon, from receipts, Coos Bay Wagon Road grant lands..... | 879 | 580 | 580 |
| Payments to counties, Oregon and California grant lands..... | 68,423 | 84,700 | 74,900 |
| Payments to States (proceeds of sales) (receipt limitation)..... | 661 | 640 | 640 |
| Payments to States from grazing receipts, etc., public lands outside grazing districts..... | 955 | 1,134 | 1,134 |
| Payments to States from grazing receipts, etc., public lands within grazing districts..... | 1,484 | 1,729 | 1,729 |
| Payments to States from grazing receipts, etc., public lands within districts, miscellaneous..... | 4 | 3 | 3 |
| Payments to Alaska, National Petroleum Reserve..... | 1,002 | 1,350 | 1,350 |
| Payments to counties, national grasslands..... | 541 | 501 | 501 |
| Expenses, road maintenance deposits.... | 7,994 | 7,000 | 7,000 |
| Payments to Nevada from receipts on land sales..... | 420 | 450 | 450 |

Type size
8 point 22 picas
Caps 180
Red underscore
Case 210

**STANDARD FORM 300**
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

| Identification code 14-9921-0-2-999 | | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|---|
| | Personnel compensation: | | | |
| 11.1 | Full-time permanent..... | 1,806 | 1,863 | 1,882 |
| 11.3 | Other than full-time permanent. | 467 | 481 | 485 |
| 11.5 | Other personnel compensation... | 188 | 193 | 195 |
| 11.9 | Total personnel compensation. | 2,461 | 2,537 | 2,562 |
| 12.1 | Civilian personnel benefits..... | 336 | 365 | 375 |
| 22.0 | Transportation of things..... | 1,228 | 1,250 | 1,250 |
| 23.2 | Rental payments to others..... | 44 | 50 | 50 |
| 23.3 | Communications, utilities, and miscellaneous charges..... | 9 | 10 | 10 |
| 25.0 | Other services..... | 1,263 | 2,068 | 1,943 |
| 26.0 | Supplies and materials..... | 592 | 710 | 800 |
| 31.0 | Equipment..... | 10 | 10 | 10 |
| 41.0 | Grants, subsidies, and contributions..... | 176,168 | 91,091 | 81,291 |
| 99.9 | Total obligations..... | 182,111 | 98,091 | 88,291 |

Type size:
8 point Z2 (10cpi)
Caps 180
Red underscore
Case 210

**STANDARD FORM 300**
July 1964, Bureau of the Budget
Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Personnel Summary

| Identification code 14-9921-0-2-999 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Total number of full-time permanent positions | 67 | 67 | 67 |
| Total compensable workyears: Full-time equivalent employment | 80 | 80 | 80 |
| Full-time equivalent of overtime and holiday hours | 4 | 4 | 4 |
| Average GS grade | 9.30 | 9.30 | 9.30 |
| Average GS salary | 28,843 | 29,874 | 30,180 |

Type size: 8 point 22 picas Case 180 Red underscore Case 210

**STANDARD FORM 300**
July 1964, Bureau of the Budget Circular No. A-11, Revised.
300-101

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS

(Proposed for later transmittal, proposed legislation)

Program and Financing (in thousands of dollars)

| Identification code 14-0921-0-2-999 | 19 88 actual | 19 89 estimate | 19 90 estimate |
|---|---|---|---|
| Program by activities: | | | |
| 00.03 Payments to counties, Oregon and California grant lands..... | --- | --- | -13,790 |
| 10.00 Total obligations (object class 92.0)..... | --- | --- | -13,790 |
| Financing: | | | |
| 40.00 Budget authority (appropriation). | --- | --- | -13,790 |
| Relation of obligations to outlays: | | | |
| 71.00 Obligations incurred, net..... | --- | --- | -13,790 |
| 90.00 Outlays..... | --- | --- | -13,790 |

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSOLIDATED SCHEDULE OF PERMANENT POSITIONS
DETAIL OF PERMANENT POSITIONS

| | 1988 Actual | 1989 Estimate | 1990 Estimate |
|---|---|---|---|
| Executive Level V | 1 | 1 | 1 |
| Subtotal | 1 | 1 | 1 |
| ES-5 | 5 | 5 | 5 |
| ES-4 | 14 | 14 | 14 |
| ES-3 | 3 | 3 | 3 |
| ES-2 | 1 | 1 | 1 |
| ES-1 | 1 | 1 | 1 |
| Subtotal | 24 | 24 | 24 |
| GS/GM-15 | 55 | 53 | 52 |
| GS/GM-14 | 156 | 153 | 149 |
| GS/GM-13 | 468 | 459 | 448 |
| GS-12 | 1260 | 1236 | 1205 |
| GS-11 | 2086 | 2056 | 1999 |
| GS-10 | 98 | 96 | 93 |
| GS-9 | 1343 | 1317 | 1284 |
| GS-8 | 182 | 178 | 174 |
| GS-7 | 655 | 642 | 626 |
| GS-6 | 466 | 457 | 445 |
| GS-5 | 726 | 712 | 694 |
| GS-4 | 434 | 425 | 415 |
| GS-3 | 66 | 64 | 63 |
| GS-2 | 4 | 4 | 4 |
| Subtotal | 7999 | 7847 | 7651 |
| Ungraded | 692 | 650 | 650 |
| Total permanent positions | 8716 | 8522 | 8326 |
| Unfilled positions, end of year | -276 | -270 | -270 |
| Total permanent employment, end of year | 8440 | 8252 | 8056 |

## Appropriation Language Sheet

### ADMINISTRATIVE PROVISIONS

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Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures, and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to $25,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed $10,000 *Provided,* That appropriations herein made for Bureau of Land Management expenditures in connection with the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands (other than expenditures made under the appropriation "Oregon and California grant lands") shall be reimbursed to the General Fund of the Treasury from the 25 per centum referred to in subsection (c), title II, of the Act approved August 28, 1937 (50 Stat. 876), of the special fund designated the "Oregon and California land grant fund" and section 4 of the Act approved May 24, 1939 (53 Stat. 754), of the special fund designated the "Coos Bay Wagon Road grant fund": *Provided further,* That appropriations herein made may be expended for surveys of Federal lands [of the United States] and on a reimbursable basis for surveys of Federal lands [of the United States] and for protection of lands for the State of Alaska: *Provided further,* That an appeal of any reductions in grazing allotments on public range-lands must be taken within thirty days after receipt of a final grazing allotment decision. Reductions of up to 10 per centum in grazing allotments shall become effective when so designated by the Secretary of the Interior. Upon appeal any proposed reduction in excess of 10 per centum shall be suspended pending final action on the appeal, which shall be completed within two years after the appeal is filed: *Provided further,* That appropriations herein made shall be available for paying costs incidental to the utilization of services contributed by individuals who serve without compensation as volunteers in aid of work of the Bureau: *Provided further,* That notwithstanding section 5901(a) of title 5, United States Code, the uniform allowance for each uniformed employee of the Bureau of Land Management shall not exceed $400 annually: *Provided further, That notwithstanding the provisions of the Federal Grants and Cooperative Agreements Act of 1977 (31 U.S.C. ch 63) the Bureau is authorized to negotiate and enter into cooperative arrangements with public and private agencies, organizations, institutions, and individuals, to implement the challenge cost-share program.*

Justification of Proposed Language Change

Administrative Provisions

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1. **Deletion:** ["of the United States"] and ["of the United States"]

   These are reduntant terms that unnecessarily encumber the interpretation of the language.

2a. **Addition:** *Provided further, That notwithstanding the provisions of the Federal Grants and Cooperative Agreements Act of 1977 (31 U.S.C. ch 63) the Bureau is authorized to negotiate and enter into cooperative arrangements with public and private agencies, organizations, institutions, and individuals, to implement the challenge cost-share program.*

   This provision would allow BLM to be able to implement the challenge cost-share program for wildlife, fisheries and recreation management effectively and expeditiously as Congress intended. By exempting the program from the competitive procurement procedures and other specific requirements of the Federal Grants and Cooperative Agreements Act of 1977, it eliminates an unnecessary procedural burden on those private entities which are interested in contributing money, labor and materials to match federal funds for the purpose of improving specific natural resources on the Public Lands. These organizations are not interested in or intending to contract with BLM to provide services or goods to the BLM, therefore, normal competitive procurement procedures and restrictions on cooperative agreements are not appropriate for the challenge cost-share program.

   Similar language was provided in the Forest Service General Provisions in the 1989 Interior Appropriations Act.

**DEPARTMENT OF THE INTERIOR**
FY 1990 Budget for Consulting Services

Bureau: Land Management

| Appropriation Account Title<br>Type of Consulting Arrangement<br>Program Requiring Services | FY 1990 Request ($000) | Description of Services Being Acquired |
|---|---|---|
| **Management of Lands and Resources**<br>(14-1109-0-1-302) | | |
| **Personnel Appointments**<br>(5 U.S.C. 3101) | $ 15 | Should the Bureau of Land Management need to hire consulting services, $15,000 will provide for obtaining, on a short-term basis, decisive expert advice not available within the Department or other agencies of the Federal Government for high priority policy issues associated with the management of energy, minerals, renewable, and other natural resources under the Bureau's jurisdiction. |
| Procurement Contracts | | |
| Technical Management Support Services Contract For Hazardous Materials Management (R421) | $ 794 | Technical Support for the Hazardous Materials Program in support of RCRA, SARA, and CERCLA. Support services include analysis and preparation of written evaluations of site investigation and preliminary assessment reports, review of technical reports related to remedial actions and for other purposes, consultation with Bureau officials, preparation of legal or administrative proceedings when required, analysis of other data pertinent to specified projects and preparation of statements of work, cost estimates and other technical assistance, as well as providing technical assistance to the Bureau field offices when required. |

| | | |
|---|---|---|
| Interagency Agreement With EPA for technical services and Expertise (R421) (31 U.S.C. 1535) | $ 80 | Technical services and expertise to aid in development and implementation of programs, policies, and procedures for managing hazardous materials on Public Lands and for related water quality work. |
| MLR Total | $ 889 | |
| **BUREAU TOTAL** | $ 889 | |

586

R'S CARD

90
Department of
udget
1990

| | OFFICE | DATE RETURNED |
|---|---|---|
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(Continued on reverse)